S. Hrg. 98-352

CONSTRUCTION OF CERTAIN TOLL ROADS

HEARING

BEFORE THE

SUBCOMMITTEE ON TRANSPORTATION

OF THE

COMMITTEE ON ENVIRONMENT AND PUBLIC WORKS UNITED STATES SENATE

NINETY-EIGHTH CONGRESS

FIRST SESSION

ON

S. 524

A BILL TO PERMIT FEDERAL PARTICIPATION IN THE CONSTRUCTION OF CERTAIN NEW TOLL ROADS, AND FOR OTHER PURPOSES

JULY 6, 1983—WHEATON, ILL.

Printed for the use of the Committee on Environment and Public Works

U.S. GOVERNMENT PRINTING OFFICE
25-611 O WASHINGTON : 1983

S321-37

COMMITTEE ON ENVIRONMENT AND PUBLIC WORKS

ROBERT T. STAFFORD, Vermont, *Chairman*

HOWARD H. BAKER, Jr., Tennessee
JOHN H. CHAFEE, Rhode Island
ALAN K. SIMPSON, Wyoming
JAMES ABDNOR, South Dakota
STEVE SYMMS, Idaho
PETE V. DOMENICI, New Mexico
DAVE DURENBERGER, Minnesota
GORDON J. HUMPHREY, New Hampshire

JENNINGS RANDOLPH, West Virginia
LLOYD BENTSEN, Texas
QUENTIN N. BURDICK, North Dakota
GARY HART, Colorado
DANIEL PATRICK MOYNIHAN, New York
GEORGE J. MITCHELL, Maine
MAX BAUCUS, Montana

BAILEY GUARD, *Staff Director*
JOHN W. YAGO, Jr., *Minority Staff Director*

SUBCOMMITTEE ON TRANSPORTATION

STEVE SYMMS, *Chairman*

ROBERT T. STAFFORD
HOWARD H. BAKER, Jr.
JOHN H. CHAFEE
JAMES ABDNOR

LLOYD BENTSEN
JENNINGS RANDOLPH
QUENTIN N. BURDICK
DANIEL PATRICK MOYNIHAN

CONTENTS

OPENING STATEMENTS

Page
Hyde, Hon. Henry J., a Representative in Congress from the State of Illinois 6
Percy, Hon. Charles H., U.S. Senator from the State of Illinois 3
Symms, Hon. Steve, U.S. Senator from the State of Idaho 1

WITNESSES

Birdsall, Sandra, mayor, village of Roselle 24
  Prepared statement 91
Bongi, Vince, president, Illinois Road Builder's Association 65
Boone, Florence, president, village of Glencoe, Ill 21
  Prepared statement 84
Bourg, Hon. John, mayor, Joilet, Ill 28
Clark, Ross, curator of education, Morton Arboretum 43
  Prepared statement 201
Fawell, Hon. Beverly, Illinois State senator 10
Franzen, Gayle M., executive director, Illinois State Toll Highway Authority 47
Greenblat, Jack I., chairman, Pennsylvania Turnpike Commission 47
  Prepared statement 216
Hall, Marion T., director, the Morton Arboretum 33
  Prepared statement 136
Kelly, M. Edward, executive vice president, Elgin Area Chamber of Commerce and the Elgin Economic Development Commission 67
Klyber, E. Stanley, Greater O'Hare Association 66
  Prepared statement 243
Knuepfer, Jack T., chairman, DuPage County Board 23
  Prepared statement 86
Kramer, John, Secretary, Illinois Department of Transportation 14
  Prepared statement 79
Lowe, Robert, Governor's Toll Road Task Force, Commonwealth of Pennsylvania 45
  Prepared statement 205
Melton, Burness E., general manager, Illinois Trucking Associations 62
Oehler, Jerry, West Suburban Committee on Freeways 38
  Prepared statement 155
Oglietti, Bernard A., director, Transportation Committee, DuPage Mayors and Managers Conference 26
Pagano, Prof. Anthony M., College of Business Administration, University of Illinois 55
  Prepared statement 228
Riley, Frank, business manager, Local 96, Construction and General Laborers Union 65
Robertson, Richard B., Associate Administrator, Planning and Policy Development, Federal Highway Administration, Department of Transportation 7
  Prepared statement 70
Rock, Prof. Steven M., associate professor of economics, Illinois Institute of Technology 53
  Prepared statement 220
Russell, Larry, Butterfield Homeowners' Association 41
  Prepared statement 183, 198–200
Stovall, Sally, West Suburban Committee on Freeways 40
  Prepared statement 172

Page
- Trobridge, Pat, DuPage County Development Department 32
- Zettek, Charles J., president, village of Elk Grove, representing the Northwest Municipal Conference 29
  - Prepared statement 129
- Zienty, Jerry, Chicago Motor Club—AAA 59
  - Prepared statement 240

ADDITIONAL MATERIAL

- DuPage County:
  - Resolution of 88
  - Development Department, Planning Division, report of entitled, "Alternative Development Strategies for FAP 431" 103
  - Statements of 248, 253
- DuPage Mayors and Managers Conference:
  - Resolutions of 93–102
  - Letter from 262
- S. 524 440
- Statements:
  - In favor of S. 524:
    - Virginia, Commonwealth of 246
    - DuPage County Regional Planning Commission 257
    - Will County:
      - Board 263
      - Department of Highways 265
      - Resolutions 266
    - Chicago Area Transportation Study 276
    - Villages of:
      - Bolingbrook 269
      - New Lenox 273
      - Carol Stream 304
      - Downers Grove 305
      - Fox Valley 306
      - Glen Ellyn 307
      - Lisle 311
    - Allison, Rinda 320
    - Benjamin, P 322
    - Connor, R. L 323
    - Consulting Engineers Council of Illinois 324
    - Ferguson, Scott 326
    - Greene, Robert E 327
    - Hofmann, Arthur G 328
    - Illinois Society of Professional Engineers, Chicago Chapter 329
    - Institute of Transportation Engineers, Illinois Chapter 330
    - Kampackreeder, A. K 331
    - Kincaid, V. B 332
    - Lawson, Roger 333
    - Marseille, James E 336
    - McGuire, Joan 325
    - Metropolitan Housing and Planning Council 337
    - Meyer, Kenneth and Barbara 342
    - Muran, John R 343
    - Natyka, L. E 344
    - Norris, Arlene 345
    - Olejnik, Tony and Shirley 346
    - Oshone, A. L 347
    - Overholt, Dorothea 348
    - Savage, Lynne 349
    - Sweet, P. M 350
    - Windsor, Ronzell I., Jr 351
  - In opposition to S. 524:
    - Woodridge, village of 352
    - Alles, Lois Imogene 354
    - Amorosi, Jane E 355
    - Audubon Council of Illinois, Inc 359

In opposition to S. 524—Continued — Page
Blankschein, Leonard — 187
Botto, Mrs. Robert E — 196
Brownell, Ruth E — 192
Burke, Mrs. Ken — 361
Chand, Mohan and Kiran — 363
Conner, Mary M — 364
Doty, Carol — 176
Erickson, Lillian — 365
Fisher, Dave — 366
Fleischman, Mrs. R. W — 367
Fox, Monique, C — 369
Gorra, Rosemary — 370
Havlik, Franklin and Rosemarie — 371
Hays, Alice A — 372
Howe, Lynn — 373
Illinois Audubon Society — 374
Kohler, Susan — 375
James, Jack — 377
Johnson, Mrs. Earl — 378
Katz, Heidi H — 379
Kavanagh, Thomas and Catherine — 380
Kelly, Catherine — 381
Kolbaba, Scott and Joan — 383
Lankey, Drucella — 384
Larkin, Joseph — 386
Lauterbach, Linda — 386
Lela, Lillian — 387
Lesica, Thomas and Mary — 388
Lobik, Linda — 389
Lobick, Margaret — 392
Loftus, E — 393
Lorentsen, Mary V — 394
Maciuszek, Mrs. Robert — 395
Management Programs, Inc — 397
March, Dean E — 398
Marks, Leland F — 403
Martin, Harold A — 404
Messler, Barbara Jane — 405
Mooring, Jean C — 179
National Arborist Association, Inc — 406
Nedas, Iris — 407
Nelson, Mrs. Cleo — 408
Nichols, Pamela — 177, 409
Nicholas, Kenneth — 190
O'Mara, Linda and Edward — 418
Patterson, Karla — 420
Phelps, Gordon — 423
Prince, Debra — 424
Rhodes, Dr. Edgar A — 425
Roberts, Jane — 425
Robertson, Patricia and James — 426
Sapata, Dennis J — 195
Sass, Walter — 428
Schmidt, Melvin A — 430
Schmidt, Mary L — 431
Stewart, Morna — 175
Stock, Mary Ann — 432
Stultach, Allen J — 434
Sweeten, James H., Jr — 435
Thompson, Richard A — 197
Tyznik, Kathleen A — 182
Varhol, Lavon and John — 189
Statements with numerous signatures — 436
Year 2000 transportation needs in the FAP 431 Corridor — 282

CONSTRUCTION OF CERTAIN TOLL ROADS

WEDNESDAY, JULY 6, 1983

U.S. SENATE,
COMMITTEE ON ENVIRONMENT AND PUBLIC WORKS,
SUBCOMMITTEE ON TRANSPORTATION,
Wheaton, Ill.

The subcommittee met at 9:30 a.m. in the DuPage Center Auditorium, Hon. Steve Symms (chairman of the subcommittee) presiding.

Senator SYMMS. Good morning. We are pleased to have this large crowd. I am Senator Steve Symms from Idaho, chairman of the Subcommittee on Transportation.

VOICE. Why can't we have a bigger room, sir?

Senator SYMMS. I am about to announce that we are going to recess this meeting right now and we are going to convene at 9:30 in the auditorium. We had no idea there would be this large a crowd in here.

If I could have your attention please, I would just like to say that we are going to start promptly at 9:30 in the auditorium. We want to be sure that everyone has an opportunity to testify. So, all those who are going to testify, please keep your statements at a minimum. We are trying to get everyone in. We have a long list of witnesses. We have to be able to adjourn by 12:30 to meet the rest of our schedules.

The committee will stand recessed. We will reconvene in the auditorium at 9:30 sharp.

AFTER RECESS

OPENING STATEMENT OF HON. STEVE SYMMS, U.S. SENATOR FROM THE STATE OF IDAHO

Senator SYMMS. Good morning. I am pleased to be here in Wheaton with Senator Percy and Congressman Hyde for the hearing on the subject of toll financing of highways and how tolls might be used to meet the needs of the Federal-aid highway system.

During the past 2½ years as I have chaired the Transportation Subcommittee, there has been enormous interest in the highway needs of this country. It has been evident during the hearings in Washington and throughout the country that the rising construction costs—a significant portion of which has been inflation—has severely reduced the ability of the States to construct and adequately maintain the States' highway system.

At the same time this is occurring, much of the Interstate System is reaching its design life and requires major rehabilitation, many of the bridges in this country were built 40 to 50 years ago and need major repairs or replacement, and most of the other Federal-aid systems will require repaving or reconstruction during the next 15 years.

As construction costs soar, revenues dedicated for use on the highway system, at both the State and Federal levels, have been declining for several years because of more fuel efficient vehicles and reduced gas consumption.

In view of the seriousness of the situation with revenues declining and highway needs increasing, I was gratified that we were able to persuade the President and the majority of the Members of Congress to support the Surface Transportation Assistance Act of 1982. Its passage last December means that a grand total of $73 billion will be provided over the next 4 years for highway, highway safety, and transit programs.

However, given the magnitude of our highway construction and repair needs, Federal, State, and local governments are going to have to consider additional revenue sources in order to continue to meet the critical needs of our highway system. One alternative is toll financing of certain highways. The purpose of today's hearing is to receive testimony that will assist the subcommittee in evaluating the use of tolls both in general as a financing mechanism and as outlined in S. 524, legislation which Senator Percy has recently introduced.

I might just state at this point that normally these hearings are held in Washington, but due to the request of Senator Percy we are holding them here. I want to make it very clear that this is not just a normal town meeting that you would come to. So, we are going to have to operate under the Rules of the Senate.

We all have our schedules that we have to meet, and we are going to try to be through by 12:30.

I want to allow everybody a chance to testify, so we are going to ask all witnesses to keep their statements to 5 minutes or less and anyone that is here now that is not on the witness list and who wishes to testify, please submit your written testimony to the committee staff and we will try to allow time for them to be heard.

I don't mean to make that an open invitation for all of you who want to speak. There may be one person who will speak for the group.

Written statements that have been summarized will be included in the record in full. The committee staff will make a careful study of them and make recommendations to all the Senators on the Senate subcommittee who are unable to be here today.

If I might continue on with my statement. The Federal-aid highway program is a federally assisted State-administered program, and this has been one of the basic reasons for the success of this program. The Federal Highway Administration makes apportionments to each State based on formulas established in law for specific program categories—for example, the Interstate System or the primary system or some 30 other programs that help finance highways or highway-related activities. A State uses its available Federal-aid funds on individual projects. The decision as to whether a project will actually be built and when it will be built rests with the State, providing, of course, that the applicable planning, environmental, and other Federal requirements are met.

In the case of S. 524, Congress would not be authorizing or approving a specific highway project in Illinois, but rather making it possible, if the State should so decide, to permit Illinois to use its share of Federal funding for toll road construction.

Traditionally, Federal-aid highways have been free of tolls. In the 1950's when financing for the Interstate System was being discussed, the toll method of financing was rejected. However, even with the recent increase in Federal funding, many believe that there is still too little money to meet the demand for new and improved highway facilities. Those who see tolls as a possible solution urge that all barriers to toll management of roads on the Federal-aid system be removed.

The transportation network in this country is tremendously important in terms of our economic and social well-being. I would like to take this opportunity to welcome all our witnesses and to say that I am looking forward to hearing testimony on the advantages and disadvantages of the toll financing option.

I might say again that it is a very good opportunity for those of us that come from different parts of the country to come and hear what the problems are on the local level when the decisions that are made have such a big impact.

I think one thing we share in common in this country whether we be Republicans or Democrats, liberals or conservatives, we all have to drive on the same highways and we all have the same transportation needs and I think that the Transportation Subcommittee has been one that has been very nonpartisan in its makeup.

At this time I would like to yield to the distinguished Senator from Illinois, the chairman of the Foreign Relations Committee and one of the leaders in the Senate on the Republican side, Senator Percy who has an opening statement followed by Congressman Hyde who I think has an opening statement also.

OPENING STATEMENT OF HON. CHARLES H. PERCY, U.S. SENATOR FROM THE STATE OF ILLINOIS

Senator PERCY. Thank you very much, Mr. Chairman. I would like to mention that while you were speaking, Congressman George O'Brien just joined us here. We did issue invitations to Tom Corcoran and to other members of the delegation.

We are very gratified to have Henry Hyde and George O'Brien here representing the Members of the House. It's rather unusual for a Senate hearing, but when you are out in the field, you can do things differently than you do in Washington. A lot more Members of Congress can attend and that is why I worked with Senator Symms to find the time to have this hearing. I want all of us to realize that he has taken 2 days that he has scheduled for the State of Idaho to be here. So, we are very gratified indeed and considering that 40 or so years ago, I went out and skied at Sun Valley and met my wife Lorraine there; I owe a great deal to the State of Idaho. Let us give Senator Symms a great big hand for being here. [Applause.]

I would also like to make it very clear that we would not have had a Surface Transportation Assistance Act had it not been for Senator

Symms. This is the first time in our recollection that this subcommittee or committee has ever held a field hearing in the State of Illinois. So, we are very gratified to have him and he is one of the chief authors of the recently enacted Surface Transportation Assistance Act.

Now, this just shows the difference you see from a broadminded thinker from Idaho combined with the President of the United States and Chuck Percy. I put a bill in for more money for highways and bridges and to put people to work 6 years ago, but I called it a gasoline tax. I didn't get a single cosponsor and when we got to vote on it, it got 26 votes. They came along and called it a jobs creation bill and a user's fee and they got it passed with an overwhelming majority. Now, you see there is the imagination that comes out of the West, and the President also must have gotten his original inspiration from his early years in Illinois.

But it was a successful bill and it is successful from our standpoint because every time you drop a nickel in for a gallon of gas, just remember you get a $1.65 back in Illinois.

That is what I consider, and Henry Hyde and George O'Brien consider, our fair share of Federal funds when they are spent.

Illinois is a leading beneficiary of the Surface Transportation Assistance Act, and we are grateful to Senator Symms for the wisdom that he had in seeing that this became law.

Illinois will receive $1.75 billion over the next 4 years for highways, bridges, and mass-transit improvements; $1.1 billion will be targeted for highway and bridge improvements, and the remainder for transit.

The $1.75 billion increase will bring Illinois a total of $4.57 billion in Federal transportation funding over the next 4 years and generate 27,000 jobs. And, that is a case, as Everett Dirksen used to say—"a billion here and a billion there and pretty soon you are talking about real money." That is real money, $4.5 billion to make our highways safer. To make our transit much more rapid and to give us the convenience and help encourage economic development in Illinois, we must have a transit system to do that.

These funds, however, will be insufficient to construct two important expressways proposed for suburban Chicago.

The $270 million, 22-mile extension of Route 53 from Army Trail Road to Interstate 55, known as FAP 431 and the $200 million it would take to build a 20-mile Elgin-O'Hare Expressway, FAP 426.

Preliminary studies indicate that it may not be feasible to construct these expressways solely from the sale of revenue bonds that would be repaid with tolls. Additional public funds would be needed to supplement toll revenue.

Now, catch this very carefully, under present Federal law, Federal Highway Funds may be used to build toll bridges and toll tunnels, but they cannot be used to build toll highways. That is why, at the request of the DuPage County chairman, DuPage County mayors and managers conference, and other local leaders, I have introduced legislation to eliminate legal obstacles that prohibit Illinois from combining toll revenues with Federal highway funds. Representatives Hyde and O'Brien have cosponsored identical legislation in the House.

No one likes to pay tolls, but to my recollection, our legislation does not require the State to impose them at all. It doesn't require the State or the local community to do anything. It does, however, snip away at the strings attached to Federal dollars and cuts away in our case, and our case only, the absolute Federal prohibition against combining these funds.

So, it opens up to us an option which we can use or not use and the only case I can ever find in the past when that option was made available was to the State of Louisiana when Senator Long got it through. It was not followed, but it was a very good case where Louisiana was able to use that option and did so to their great advantage.

The Reagan administration wanted to have this provision in the bill. They had originally proposed it, but someplace along the line, it was dropped out, and for that reason, we want to give Illinois the option once again in this bill.

Mr. Chairman, as DuPage County Board Chairman, Jack Kneupfer has pointed out the concept of using toll revenues to construct a highway is entirely consistent with the administration's policy of requiring users to make an investment in public facilities.

Indeed, as I say, the administration's proposed highway users fee legislation of the last Congress included a provision allowing for Federal participation in the construction of toll highways.

The legislation, as enacted actually, however, lacks such a provision, allowing Federal assistance to construct Illinois toll roads would serve as a useful case study to assess the existing Federal policy prohibiting toll highways from receiving Federal highway funding. Since the administration has pressed for legislation to all 50 States, it would be beneficial to study the results of a change in this policy in a single State before applying it to all the States, and that is a great use for the federal system. Try something out and see if it works.

Following an introduction of this legislation, we learned however, Mr. Chairman, of the concern of local homeowners and the Morton Arboretum. Their officials were concerned over the proposed construction of the Route 53 extension. Although, as Senator Symms has noted, this legislation would not authorize the construction of a specific highway including FAP 431, we have invited them to testify because of their deep interest in the construction of this road. Those concerned with this road project may be certain that I approach this issue with an open mind.

While this legislation provides the State greater flexibility in the use of Federal highway funds, it maintains strict Federal environmental requirements over the use of those funds. If my legislation is not enacted, the State would not be forced to comply with the Federal environmental standards in constructing the toll road.

Homeowners and environmentalists are afforded greater protections under our bill, therefore, because once this bill is passed, then Federal environmental standards must be met by the State and the county before any plans can be approved. And they must be approved by the Federal Government and the State standards are tougher than the Illinois standards, and John Kramer is well aware of this. He has certified in a meeeting we held this morning with Dr. Hall and his colleagues at the Morton Arboretum that we will not interfere with that environmental beauty we have in our midst here which increases the quality of life so much, but it is a matter of trying to work that out.

Mr. Chairman, I raised the need for toll financing legislation issue during the consideration of the Surface Transportation Assistance Act. At that time you generously agreed to schedule today's hearing. I look forward to hearing the testimony of today's witnesses.

Senator SYMMS. Thank you very much, Senator Percy. Congressman Hyde, did you have opening comments you would like to make?

OPENING STATEMENT OF HON. HENRY J. HYDE, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF ILLINOIS

Congressman HYDE. Thank you Senator Symms, and I want to thank you and Senator Percy for permitting George O'Brien and myself to participate with you in this very important taking of the local pulse on what is clearly a very controversial issue.

Very briefly, Senator Percy has outlined the situation quite well. I personally have a bias against toll roads, not because user fees aren't fair, but because it seems the toll roads are all in the northern part of the State and not anywhere else. I know the reason for that—the population is up here. Toll roads down in the southern part of the State wouldn't be very practical, but nevertheless, I want to make sure that a toll road's really a last resort financing device and that other funds aren't available. I want to make sure that the improvement is something that will indeed serve most of the people satisfactorily.

I am convinced there is no useful north-south artery between Route 83 on the east and Route 59 on the west. The problem is whether to remedy the situation and if so, how. Shall we extend FAP 431 to Interstate 55 or shall we widen Route 53.

There are those who say that widening Route 53 will make another Roosevelt Road out of Route 53 and will not really move traffic, but will add the further congestion, and this we are here to find out. This we are here to listen and try to educate ourselves on what the best way to go is.

The impact on the Morton Arboretum. Which of the two options, if they are the only two options, will have the least impact on the arboretum. Will widening existing old Route 53 have an impact on the Morton Arboretum or will extending 431 to Interstate 55, and what will that impact be? That is very important. Is Federal money even required?

We will hear, I am sure, that it is required. I will ask questions of Mr. Kramer and others, hopefully designed to elicit whether or not the new gas tax, driver's license fee increases, license plate increases, title fee increases, all as a result of H.B. 1305 which was passed by the Illinois General Assembly, whether that will provide us with adequate funding to go with the $120 million Federal money committed through the Crosstown, whether we even need a toll road.

But, these are questions I want answers to and hopefully will get them from the hearing today.

Lastly, let me underscore what Senator Percy has said. This legislation in the Senate, and produced by Senator Percy; in the House by Congressman O'Brien and myself is designed simply and merely and only to provide an option to the State to widen the opportunities for financing, create a financing, if you will, for necessary, vitally necessary road improvements. It does not mandate that any improvements are made. It does not mandate that this one be made over that one, but it provides flexibility in financing.

So, that where these improvements are determined by the appropriate local officials and the public, that they are necessary in the public interest, that more flexibility will exist in the financing of these roads and that is simply what it does.

Thank you again for permitting us to participate.

Senator SYMMS. Thank you, Congressman Hyde. Congressman O'Brien, you are welcome here this morning and did you have some comments you wanted to make.

Congressman O'BRIEN. Thank you, Steve. I think these people have heard enough from this end of the room. I believe the major word is flexibility and that is why, generally, we came down favorably in these two bills.

Senator SYMMS. Thank you very much. I might mention also that the Senate bill is cosponsored by Senator Dixon. So, we do have support from both of the Senators of the State; they are interested in the project.

Our first witness is Mr. Richard B. Robertson, Associate Administrator for Planning and Policy Development, U.S. Department of Transportation. Now, Mr. Robertson, please go right ahead. We hope you can set a good example here and make your statement precise, brief, efficient, and to the point as I know that you will.

STATEMENT OF RICHARD B. ROBERTSON, ASSOCIATE ADMINISTRATOR, PLANNING AND POLICY DEVELOPMENT, FEDERAL HIGHWAY ADMINISTRATION, DEPARTMENT OF TRANSPORTATION

Mr. ROBERTSON. I will certainly try to do it to the best of my ability.

Mr. Chairman, Senator Percy, Congressman Hyde, Congressman O'Brien, it is a pleasure to be here to represent the Federal Highway Administration and to speak on Senate bill 524, a bill which would permit participation in the construction of certain new toll highways in the State of Illinois. This was introduced by Senators Percy and Dixon. As you may be aware, the administration did submit a proposal quite similar to this in its 1982 package. It was not in the Surface Transportation Assistance Act in 1982 as it was passed, but in essence, it is the same bill.

While the Surface Transportation Assistance Act of 1982 is the most comprehensive, far reaching, and in my mind, significant piece of highway legislation we have had since the enacting of the Interstate System, we still have certain needs.

The administration did attempt to modify the toll road legislation last year, but we were not successful in that effort. We recommended a use of tolls to finance the cost of new Federal-aid highway construction projects.

In addition to the presently eligible construction of bridge and toll projects with Federal funds, this provision would have allowed the State to enter into agreements to construct a toll facility even if

Federal funds had been obligated on the facility as long as the facility had not been overly traveled.

Under this legislature proposal the State would be required to agree that the facility would become toll free after the retirement of the bond issue to finance the additional highway construction. Such a facility would not be eligible for Interstate 4R or other Federal rehabilitation assistance during the period that tolls are collected.

It is our view that such a provision such as this would provide the State and local governments with greater flexibility and self-determination as to how they shall meet their highway needs.

As I have said, yes, 524 is almost the same as the administration's provision, except that our provision did apply to all States in S. 524, and S. 524 applies only to the State of Illinois.

We continue to believe that greater control of highway management and financing should be given to the State and local governments, including the opening of toll financing of the new federally aided highways. We do not believe that it is appropriate to seek legislation to allow tolls to be placed on existing Federal-aid highways that were initially constructed as free facilities with highway user fee revenues. Nor does the bill introduced by Senators Percy and Dixon propose that.

We believe that tolls placed on highways, bridges, and tunnels must be consistent with the user fee principle and be dedicated specifically to highway purposes. We would support the approach of S. 524 if it were made applicable to all the States. We do not believe that different Federal laws should govern the Federal-aid highway system in different States.

I must add though, that we would not want our support of this proposal to lead to a larger initiative to amend existing Federal highway laws at this time. We do not believe that it is necessary or appropriate to reopen other major policy issues that were recently resolved by the Surface Transportation Assistance Act. It is an outstanding bill. Congress deserves merit for that. We think it should be given an opportunity to work for awhile before going in and making major amendments. Except that, this would be one that we could support.

Gentlemen, this concludes my formal statement and I would be pleased to answer any questions.

Senator SYMMS. Thank you very much for your statement. You say that you would favor this if it would apply to all States.

One question I would have, the suggested proposals, though they are not necessarily the options that would be available, primarily are a couple of roads that do not really funnel people out of Illinois as far as transit traffic, is that correct?

Mr. ROBERTSON. Senator, I am not aware of the specific roads that they are interested in in Illinois. It is really the principal that I am speaking of, we think it is an appropriate option.

Senator SYMMS. I think that what I am getting at is that if we apply this everywhere, and I have to say that from a users fee standpoint and probably an equity standpoint, if you want to let people drive on the roads, pay for them, the toll makes a lot of sense. However, if you take the tollway in Idaho, for example, where Interstate 90 goes through, if we put a toll on that, from Montana to Washington, as transit traffic where people already paid for the Interstate once and now if the State of Idaho puts one through, we have to pay to get through the State. These would be highways where local people would be financing their own highway to drive to work and so forth. Is that correct, Senator Percy?

It is not the transit to the State. You are talking about highways here in the State. There is a difference now.

In your testimony, you pointed out that any revenues received from tolls must be dedicated solely to the highway. Is there any way that we can be sure that the funds wouldn't be diverted? Is there any way that could be avoided?

Mr. ROBERTSON. Yes, sir. I think the legislation could be constructed to take care of that. I am not sure that their legislation doesn't provide for that already.

Senator SYMMS. I thank you very much.

Senator PERCY. Just one question, Mr. Robertson. You did indicate that it would be a good idea if the administration asked for it in all 50 States?

Mr. ROBERTSON. Yes, sir.

Senator SYMMS. Do you see advantages now that we at least have tried it in legislation to see how it works, and then if it does work, apply it to the 50 States and you would have a test case?

Mr. ROBERTSON. I think that if that is the only way that we would get such legislation through, it would be a good idea.

However, I have before the Administrator right now a new proposal dealing with this gentleman's subject, which I can't get into the details of, which would apply to all 50 States.

There are many similarities between that proposal and your bill. I would prefer to seek legislation in all 50 States.

Senator PERCY. Thank you very much.

Senator SYMMS. Congressman Hyde?

Congressman HYDE. Very briefly, Mr. Robertson, the concern is expressed by many people that tolls represent a double charge. That people, the motorist, pays the State and Federal highway users tax and then is asked to pay a toll on top of that.

What response have you got for that complaint?

Mr. ROBERTSON. I would open by saying that while, basically, I don't like tolls, Congressman. If I am given a choice of not having a good highway to drive on or maybe no highway at all, I am happy to pay tolls.

The issue is that the States have done a very good job, I think, in raising revenues to try to meet their highway needs. The Congress does a fair job with the enactment of this last act, but the needs out there are tremendous.

The Federal Government was never meant to try to solve all the highway needs of the country, sir.

My goal is simply to provide the local and State governments the option of determining what is best for them.

Right now we have in Federal law a prohibition against the mixing of Federal-aid highway funds with State and local funds on a highway.

We can do it on bridges and on tunnels. I think that we should remove this Federal restriction and give the State and local governments the opportunity to make their own decision, sir.

Congressman **Hyde**. I thank you. Mr. O'Brien?

Congressman **O'Brien**. Mr. Robertson, under the Senate bill, would not it be able to accommodate itself to the problem that Senator Symms raised?

Mr. **Robertson**. Under the bill proposed by Senators Percy and Dixon?

Congressman **O'Brien**. Yes.

Mr. **Robertson**. It would not apply to the State of Idaho. There obviously would be no impact, sir.

Under the administration's proposal, I would have to let the Senator speak for that, but my point would be that, again, it is a State and local determination.

When your nearest State boundary is one to use such an option, to, in effect, tax out-of-State motorists revenue, I think most of our States would show, if not all would show, good judgment, sir. It would not put in facilities and tax out-of-State motorists. But if that facility were important to those out-of-State motorists, and that was the best way to get it billed, then, if I were an out-of-State motorist, I would be happy to pay such a toll.

Congressman **O'Brien**. Thank you. Mr. Chairman.

Senator **Symms**. Thank you very much, Mr. Robertson. I compliment you that you set a very good example for us and got through before the sand even got through the hourglass. I appreciate very much your testimony. Our next witness is Mr. John Kramer of the Illinois Department of Transportation.

Excuse me John. The next witness is Hon. Beverly Fawell, Illinois State senator and is Lee Daniels here? I have him on the list. Is Beverly Fawell here?

Ms. **Fawell**. Yes.

Senator **Symms**. Do you have a prepared statement, Ms. Fawell?

Ms. **Fawell**. Yes.

Senator **Symms**. Welcome to the committee.

STATEMENT OF HON. BEVERLY FAWELL, ILLINOIS STATE SENATOR

Ms. **Fawell**. Senator Symms, Senator Percy, Representative Hyde, and other members of the committee. Thank you for giving me the opportunity to speak to you on this issue. As a member of the Illinois Senate, I have been concerned about the funding for our interstate highways, especially as it pertains to FAP 431 for a number of years.

I originally became involved in this project when I was told that our Illinois Department of Transportation was planning on extending FAP 431 from Army Trail Road to Route 56. I discovered that FAP 431 will intersect Route 56 approximately one-quarter of a mile west of Finley Road and Route 56. This intersection at Finley Road and Route 56 is presently one of the most dangerous intersections in the county.

Recently, a large new shopping center has opened on the north side of Route 56 and a new hotel is going up on the south side. This intersection is also a few blocks west of the Yorktown shopping center and with these two large shopping centers, the traffic at this point is extremely heavy.

If FAP 431 were to end at Route 56, I believe we would see one of the worst traffic jams in our State. We must continue this highway to Route 55, but we cannot with our present funding.

When I obtained all the information from the various sources, including the Tollway Authority and our department of transportation, I looked at all the alternatives.

One of the options available is widening Route 53 to four lanes. However, since Route 53 is not a limited access highway and already bisects the Morton Arboretum, I do not believe this is a good solution.

I live on Arboretum Road, just a few blocks northwest of the Morton Arboretum. The plant museum is a treasure that must be maintained and supported at all costs. Traffic frequently backs up for two or three blocks on Route 53 near the arboretum while waiting for the north-south traffic lights.

For your information, our traffic lights are all timed for traffic traveling in an east-west direction in our county, which makes it impossible to also time them north and south.

The arboretum is in a valley at the bottom of two hills and presently the ozone in this area is so terrible on some summer days that the air is actually yellow due to the standing traffic.

The present plan of our department of transportation is to direct traffic off of FAP 431 at Route 56 to Highland Avenue which is to the east, or Route 53, which is to the west. If traffic is directed off of FAP 431, west on Route 56, and then south on Route 53, I believe irreparable harm will be done to our arboretum.

Ten years ago, the directors of the arboretum also thought so and convinced Washington to swing FAP 431 east to basically avoid the arboretum. If traffic can continue to move on either a tollway or an expressway, the damage will be minimized. If the present Route 53 is widened, traffic will not move, and more damage will be done to the arboretum.

Gentlemen, I don't believe anyone denies that we must have a north-south highway to carry our traffic in our county. Our mayors and managers council and our county board have passed resolutions supporting this concept. I have talked to chambers of commerce, League of Women Voters, and many constituents, and they support this idea.

I realize there are two homeowners' groups who are opposed to this road because it is in their neighborhood.

If FAP 431 is completed from Army Trail Road to Route 53, I have been assured by Director Kramer of the Illinois Department of Transportation that he will work closely with these community groups to minimize the effect.

In truth, this highway was planned long before either one of these subdivisions were built and the State has owned the property that the highway is to be built on for years.

Our county is the 13th fastest-growing county in our State. Most of our citizens are building in the southern and northern parts of our county, since that is where our open land lies. I see no way that we will be able to complete FAP 431.

I ask you for my district and my State to pass this bill.

Senator SYMMS. Thank you very much, Ms. Fawell.

You say you do not believe the State can raise sufficient revenues to meet the district highway needs, or do you think that the State can raise sufficient funds?

Ms. **Fawell.** I don't believe so. I have seen the views on what this highway would cost and I have also seen the renditions of our highways throughout the State.

We have possibly 25 percent of our bridges in our State right now that are ready to fall, that must be repaired under the present system.

We have countless State highways that Federal funds do not have anything to do with, that must be maintained and must be repaired. Anyone who has driven in the State as I have, particularly down into the southern portion of the State, will realize that the funding that we have got presently will, at best, maintain and correct the situations that we have. It will not.

Senator **Symms.** What are the other sources of funding that are available?

Ms. **Fawell.** You mean our State funding?

Senator **Symms.** State.

Ms. **Fawell.** We have license plate fees and gas fees, and basically that is it.

Senator **Symms.** Thank you very much. Senator Percy?

Senator **Percy.** Yes. Senator Fawell, later this morning, we are going to hear from a constituent of ours in your own senatorial district as well as mine, who will express concern about the construction of this roadway and who will oppose it. You are very close to your constituents. You live with them. How do you justify your own support for FAP 431 in view of the fact that there will be testimony against it?

Ms. **Fawell.** I think first of all, anybody who has attempted to drive through our county from the north to the south realizes that we just don't have any highway that we can take which will get us through this county in less than an hour. And, our county is really one of the smallest counties in the State, areawise.

I can only justify this highway for the simple reason that I think that it is the only way we can grow. I have looked at all the different options.

I would think to widen 53, we will get another Roosevelt Road, Ogden Avenue situation. It is not used as an access highway. We have hundreds of driveways and roads which, by law, have access to that highway. But, the field route, which is Route 56 is a limited access highway and traffic can move. Route 53 cannot move and there is no way that we can build so that it can move.

Senator **Percy.** You have been the original cosponsor of the idea of mixing highway funds to build the FAP 431, and yet, you sponsored also a study in the Illinois General Assembly on what impact and effect this would have on the community. What are the consequences, you think, of not building the road?

Ms. **Fawell.** I think that it is going to, in effect, stop a lot of the growth in DuPage County. Our land that we have available for growth is to the north and to the south. We don't have any going east and west anymore. It is all built up, basically, and people want to live in our county.

We have, I believe the best county in the State. I must be prejudiced, but I honestly feel this is true. We attract possibly 6,000 people a month to our county, and if we do not build roads so that people can move, I just see no way that we can continue in the way that we have been.

Senator **Percy**. Thank you very much.

Senator **Symms**. Congressman O'Brien?

Congressman **O'Brien**. I have no questions of this witness, thank you.

Senator **Symms**. Congressman Hyde?

Congressman **Hyde**. Senator, nice to see you as always.

The growth of DuPage County over the past 10 years, 15 years has been phenomenal, has it not?

Ms. **Fawell**. Yes; it has.

Congressman **Hyde**. And you are saying about 6,000 new residents a month?

Ms. **Fawell**. That's right.

Congressman **Hyde**. All right. Now, let's get back to old Route 53. You say that widening old Route 53 as a solution to the desperate need for a north-south artery through the middle of DuPage County is unsatisfactory because it is not a limited access highway, and that it will not move traffic. In other words, it will be like Roosevelt Road with red lights.

Ms. **Fawell**. Well, in some respects, it will be even worse, because Roosevelt Road at least has the lights timed east and west.

There is absolutely no way that we can time the lights east and west and time the lights north and south without some collisions at some intersection. We can't time the lights north and south.

Congressman **Hyde**. All right. Now, if we abandon FAP 431, we concentrate on widening 53, which is a popular solution with some folks, what will the impact of that be on Morton Arboretum?

Ms. **Fawell**. Morton Arboretum said that they did not want the 53 widened, for the simple reason that traffic already is lined up at 53 to get past or onto 56. The traffic just sits there, and it is literally backed up 2 or 3 blocks in the area that it bisects Morton Arboretum.

Congressman **Hyde**. But if it is widened, won't that lessen the traffic congestion?

Ms. **Fawell**. Morton Arboretum, at that point, has got four lanes and it is still bad.

Congressman **Hyde**. And your testimony, as I recall, is that the air pollution from the extra traffic would impact negatively on the Arboretum?

Ms. **Fawell**. I live in that area and I know what the ozone is like at various times, especially in the summertime, when it is hot and there is no rain to clean it out, and it is actually yellow. We have ozone hearings. We have a problem in our county already with air pollution.

Congressman **Hyde**. Well, then, expanding 431 which is the other option, your testimony is, I believe, that will have less of a negative environmental impact on the Arboretum, is that correct?

Ms. **Fawell**. Yes, I believe it will for the simple reason that traffic will move. It is only when traffic sits that this ozone situation is.

Congressman **Hyde**. When it stops and it starts and you have that exhaust?

Ms. **Faswell**. That's right.

Congressman **Hyde**. All right. Thank you very much.

Senator **Symms**. Congressman O'Brien?

Congressman **O'Brien**. No, I have no questions.

Senator SYMMS. Thank you very much. Thank you, Senator, we appreciate your testimony.

Ms. FAWELL. Thank you.

Senator SYMMS. Mr. John Kramer, secretary of the Illinois Department of Transportation. Welcome to the committee, John, and I might state to all of you here that during the time of the passage of the Surface Transportation Act, we saw a lot of John Kramer around our office. I can assure you that through the efforts of the Illinois delegation, Congressman Michel and the two Congressmen that are here, Senator Percy and others, I think Illinois came out very well. John, you are working hard, also.

So, welcome to the committee.

Senator PERCY. May I add also that my senior colleague, Alan Dixon, was on the floor with me several mornings at 3 a.m. to make sure that Illinois' interests were in there.

His cosponsorship of this bill is very important to us.

STATEMENT OF JOHN KRAMER, SECRETARY, ILLINOIS DEPARTMENT OF TRANSPORTATION

Mr. KRAMER. Senator Symms, your office made a very nice call for those of us from Illinois and we intend to avail ourselves of your hospitality frequently in the future as we have in the past.

I would also like to, on behalf of the Governor, acknowledge the very special role of the senior Senator from Illinois, Chuck Percy and Alan Dixon and the entire congressional delegation, including the two gentlemen with us today, Congressman O'Brien and Congressman Hyde, who have been making sure that Illinois, in the area of transportation got back its fair share of the program.

We appreciate the efforts of all of you in that area and look forward to continuing to work with you.

That Surface Transportation Act, as Senator Percy has noted, in combination with the State highway financing legislation approved by the general assembly last week with the considerable help of two of DuPage County's leading lights, Senator Pate Phillip, the minority leader of the Illinois State Senate, and Representative Lee Daniels, along with the entire DuPage County delegation, go a long way toward dealing with our highway problems. That, at long last, for the first time in 15 years, we, in Illinois, have the resources to fix our existing roads and bridges. As Senator Fawell indicated, that is indeed a massive task.

Two-thirds of our roads and bridges were built before the Second World War. Frankly, gentlemen, they are showing their age.

Everything that we will be able to undertake this summer, statewide and in DuPage County, will go a long way toward rectifying that problem and we are truly grateful for your help.

As others have noted, as important as that legislation is, and it is crucial to the economic future of our State, is does not enable us to do essential new construction. We have got a handful of new highways in this State which need to be built; 53 and the Elgin-O'Hare Highway are among that handful.

I would like to focus for a moment on 53, though my observations on 53 could apply equally to the Elgin-O'Hare Highway as well.

In this county, where we have experienced extraordinary growth over the last decade and anticipate even more rapid growth in the future, we have some very special highway problems, quite unique from those of other parts of the State. We have attempted to address those to the extent that our resources allowed us to.

Over the last 5 years, we have more than doubled the State's investment in highway and bridge improvements in this county and invested nearly $100 million in DuPage County road improvements. Included in that have been some $14 million on Route 53 to relieve bottlenecks.

Over the next 5 years, with the combinations of the Federal legislation and the new State legislation, we can quadruple that effort to nearly $450 million in highway improvements in this county. That will enable us to make very substantial progress. It will enable us to deal with most of the existing State highways in this county; four lanes and where there are not now four lanes; deal with the high accident areas which exist; and, bridges, which, if left unattended, would otherwise fall down.

What that $450 million does not do is enable us to fill in what is probably one of the most important highway links in Illinois. Namely, the connection between where the freeway on 53 ends at Army Trail Road to the north, to I–55 at the south To do that, to fill in that link to give DuPage County the kind of north-south access that it so desperately needs if it is to grow and prosper, will cost $270 million. It is simply not possible to couple that with that $270 million out of existing highway resources without the amount allowing our existing roads and bridges to crumble; a choice that I don't think anyone in this room would want us to make.

Similarly, it is not possible to come up with that $280 million with congressional revenue bonds backed by tolls.

Current interest rates, the state of the financial markets, the coverage that is required to meet even with the very high traffic volumes projects for, 53 would be one of the busiest tollways in the Nation.

According to our investment advisers, Layman Bros., it would only cover about a third to a half, depending on the toll rate imposed, of the cost of building that as a conventional stand-alone tollway. It is therefore, necessary if we want to fill in the gap, if we want to give DuPage County the quality north-south access that people around here have been asking for for years and years and years to find a mixed financing program which would apply to all of the available resources to meet this crucial goal. If we can do that, if we can combine the $130 million which we currently have earmarked for this corridor out of the new State and federally funded legislation, we can build a highway in a timely fashion.

That, in my judgment, is essential not just for motorists, though goodness knows, it will help, because Route 53 is probably the most congested highway in all of Illinois and one of the ones that has experienced much of the accidents. It is important for anybody who wants to work or do business in this county. It has great potential to help attract new high-tech business to this area, and, in my judgment, in the final analysis, can help to alleviate environmental problems.

Senator Percy and I met this morning, as he noted, with Dr. Hall of the Morton Arboretum. We made a commitment this morning. It was that if we built this highway, we would endeavor to build in a way that not only left the arboretum no worse off than it is now, but hopefully better. Since many of the people in this room are vitally concerned with the preservation of that priceless resource, I would like to spend a few minutes on what I perceive to be the impact of this highway on the arboretum.

The arboretum, is as people from Illinois in this room know, is about 1,500 acres. It is an extraordinary private preserve. It is a resource to be treasured.

The original highway plan, a decade ago, would have taken approximately 55 acres out of that 1,500-acre total. That level of land-take was unacceptable to the arboretum and it is unacceptable to the State of Illinois.

We have, therefore, worked diligently to reduce it. We are down at this point to taking less than 5 acres of the 1,500-acre total at the arboretum. And we committed this morning, regardless of the arboretum's future position on this higway, to reduce that land-take yet more. We committed this morning to try and develop drainage and engineering standards for this highway that would help assure that there weren't secondary impact on the rest of the arboretum.

We are similarly committed to working with the two subdivisions that would be affected by this highway and some 57 residents would be taken, to minimize impacts on them as well.

I think in the end, with careful cooperation and with hard work by all, the environmental impacts of this highway could be reduced to a point where they will be acceptable to the people of this county, acceptable to the Federal Government, and acceptable to the State government.

With that, reasonable people can disagree as to the wisdom of this highway. I, for one, believe that this highway could be built. The only way it can be built is with the mixed financing program that would be offered by the legislation before you.

In my capacity as chairman, national chairman, under the State secretary of transportation, I might add that what we are suggesting here in Illinois, would be a model that would be copied in virtually every industrial State in the Nation if done successfully here.

The simple fact is that urban highways have been so expensive that if they are not on the Interstate System, they are unlikely, even in the most prosperous States, to be built as conventional freeways.

Similarly, the condition of the financial market has been such that there unlikely could be any new stand-alone tollways of the kind we see today. The only way, if we build new facilities of the kind we need here, is the mixed financing currently before the committee. Thank you very much.

Senator SYMMS. Thank you very much, John. What is your feeling of user-fee gasoline tax in the State of Illinois?

Mr. KRAMER. The Federal assembly, in its wisdom, increased the gas tax from 7½ cents a gallon to 11 cents a gallon effective August 1. There will be further increases of 1 penny to the gallon in each of the next 2 years bringing the ultimate gas tax increase to 5½ cents. That will put us in about the midrange of the States and is the first increase in Illinois in 14 years.

Senator **Symms**. I asked a question earlier of Mr. Robertson probably more appropriate to ask of you.

The roads we are discussing would primarily be driven on by commuters than local people?

Mr. **Kramer**. Primarily. Though, there would be some interstate traffic on it because the tristate, which is the alternative people use that are going from Indiana to Wisconsin, is quite a congested road.

Senator **Symms**. Do you have any plans on your drawing board for new technology, as far as computerizing the tolls?

You go to the grocery store and you electronically run it through a computer. Could you do that with an automobile, where you just drive on through and have it send you a bill at the end of the month?

Mr. **Kramer**. I will defer to my colleague who is testifying later, the executive director of the Illinois Toll Highway Authority.

I will say, as a nonvoting member of this board, that the Illinois Toll Highway Authority has been a leader in new toll technology and does a very fine job. And I believe if there are technical advances that make sense, they will implement them here in Illinois.

Senator **Symms**. The Council for a Competitive Economy testifies before our committee in Washington and they quite often make the suggestion that with the modern computer-age technological advancements, it is very conceivable that people could be billed monthly or every quarter or something and frequent drivers would have a lane that they could go through that they wouldn't have to stop and throw the dime out.

So, it might be something, if Illinois is going to be a pilot program, it might be that they might build a toll road where people didn't have to stop.

Mr. **Kramer**. We will definitely look into that, Senator.

Senator **Symms**. Senator Percy?

Senator **Percy**. Mr. Kramer, as you know, it would require, if the State were to meet Federal environmental standards in construction of FAP 431—could you put into practical terms, now, what that really would mean? What impact it would have and also what are the State environmental standards that you would also meet and certainly your commitment to Dr. Hall this morning was very clear, indeed, that you have environment uppermost in mind and you will try to see that they come out better, if possible, with the result of this 411.

Mr. **Kramer**. There are three basic Federal environmental statutes that apply to this road. Those are the National Environmental Policy Act, which would require a complete assessment of the environmental impacts of this road, and assessment which would be reviewed and tested by some 26 Federal agencies.

In addition, there is the requirement imposed by section 5.4F of the Department of Transportation Act which would require us to demonstrate that there was no prudent or feasible alternative to taking any part in that.

Third, there is the protection legislation that would require that where we are crossing streams, and there are numerous ones in this 18-mile stretch of 53, that we take full cognizance of the impact of the road on streams and water level habitats. So, the Federal environmental requirements procedurally and substantially are very strict.

I must confess as somebody who likes to build things, I am a little bit frustrated at how time consuming the process is. The substance is fundamental and we intend to make sure that the highway doesn't impact the environment adversely. But, I hope that we can somehow find a way of getting through the Federal procedures, if they are applicable to this road, in a quick fashion so the costs don't get completely out of hand and so the people of this county can have their road sooner rather than later.

Senator PERCY. I want to congratulate you and the Government General Assembly on the State gasoline increase. It is a tremendous increase in the future. We have tens of thousands of jobs. Really makes our highways much safer. Otherwise, if we hadn't done it, we would have lost all that matching Federal fund. We would have just thrown it away.

The State measure could trigger an additional $1.1 billion in the Federal highway funding in the next 3 years bringing our toll transportation funding to a total of over $4.5 billion in the next 4 years.

In this level of funding, could we fund the construction of FAP 426 and FAP 431 by simply reordering the State priorities when the projects would be funded?

Mr. KRAMER. Reordering our State priorities in order to do it would require not fixing bridges that would otherwise be hazardous, repairing other roads that have fallen into a state of disrepair. Illinois was one of the first States in the Nation to build a hard-road State.

The fact that we have roads and bridges means that we have got a very special responsibility to fix the existing roads that we have, and our State priorities must be in that direction.

If we divert $270 million from that critical priority to building 53, the people of this State would suffer unduly.

So, I have to answer you that as far as the 53 freeway is, it has got to be one of the very most new construction priorities in the State. It can't come at the expense of fixing our existing roads.

I might just add as a little footnote, while we are very appreciative, obviously, of what the Surface Transportation Act applies, I hope we can come back in the technical corrections bill, Senator, and ask for a few more.

There are a few areas where Illinois needs continued help.

Senator PERCY. I understand and I am sure you are familiar with Chicago environment well enough to know that we were way ahead of most cities in building our rapid transit system in the city of Chicago; way ahead of Los Angeles, for instance, and because they didn't, they have got the chaos they have got now and terrible smog and terrible environmental problems. But, we do have a problem in the western suburbs in avoiding rapid transit systems and we are dependent out here on automobiles to such extent. We have insisted that a certain amount be set aside for transit funds and bus systems, whatever it may be.

There has been some discussion recently on the feasibility of establishing a north-south commuter rail line, west suburban Chicago. Would that be feasible and would that eliminate the need for FAP 431?

Mr. **Kramer**. Senator, we have been actively studying a proposal along those lines, and we do believe it may offer some problems. It does not however, eliminate the need for 431.

The basic problem in this county is that we have people who live in areas going to a multitude of work places. Where heavy rail transit works best is when you have a very concentrated area of work and activity as we have in the central area of Chicago and a very concentrated living pattern.

Unfortunately, the north-south movement through this county does not meet those characteristics and while there may be a role for rail and a role for improved transit, it does not address the fundamental need for first-class north-south highway access through this county.

Senator **Percy**. Thank you very much. Senator Symms, I heard the statement once, through Mayor Daley, when he testified before us that if we hadn't have had the transit, we would require express lanes 90-lanes wide in order to take the traffic into Chicago and out of Chicago every single day, So, we thank our forefathers for having had the foresight to recognize rapid transit as an essential part of moving people in a huge city like this.

Senator **Symms**. Thank you. Congressman Hyde?

Congressman **Hyde**. Thank you Senator.

John, I do congratulate you on your usual fine job, and a very tough job. But I have a little different constituency that you and Senator Percy have. You have to be more agreeable in your roles.

Senator **Percy**. Mine's the same as yours.

Congressman **Hyde**. Yes, but you have got to worry about getting from Springfield to Quincy on those miserable roads and I don't. You literally cannot get there from here. You just can't do it.

Mr. **Kramer**. Congressman, we would like to have you worry about that too.

Congressman **Hyde**. I worry about getting from Wheaton to Des Plaines. But you do understand how gun shy some of us might be recalling the wonderful prospects of I–55 going off into oblivion as a toll road and I personally am not convinced we needed a new I–55 all the way down to St. Louis.

I know the Federal Government required that surge of requirements, but there has been, it just seems to me, and this is a personal comment, a certain lavishness in some highway areas and a certain lack of minimal concern in others.

Now, we that preface you said that it will cost $270 million to finish 431 all the way to I–55, is that correct?

Mr. **Kramer**. That is right.

Congressman **Hyde**. Now, do we not have $120 million of that committed from the Crosstown already?

Mr. **Kramer**. That commitment is backed up on the Surface Transportation Act and by the State legislation. Our problem, Congressman, is that that $120 million only gets us from Army Trail Road to Butterfield Road.

Congressman **Hyde**. Well, but wait a second, I am not through with my numbering.

That leaves $150 million to finish all the way from Army Trail Road to I–55, as I add up those figures.

Now, in looking at this new legislation, HB–1305, there are those who estimate that will bring in about $490 million in new money a year.

Is that within the ball park.

Mr. KRAMER. Not all that is for the State. A portion of that revenue is for local government. But, the amount for the State is an average of about $320 million a year in revenue. But, remember, that's the first increase since 1969.

Congressman HYDE. I realize that. I was just looking for some way for this to be built by the State without having to go the toll road route, and you're telling me that the numbers just aren't there.

Mr. KRAMER. That's correct.

I might alleviate your general concern about lavishness. I would like to think that that lavishness is in the past, rather than the present or future.

Congressman HYDE. So would I.

Mr. KRAMER. We are attempting to vent the resources which Congress and the Illinois General Assembly has generously provided in a prudent way, and that prudence again dictates that we get first priority fixing the existing roads and bridges.

Congressman HYDE. But you see, John, up here where the density is, that is where you want to put the toll road because that is where the people are that pay the tolls, not down in Johnson County. I know that. But at the same time, up here we pay the gas tax and we pay the license fees and we kind of get penalized for living in the northern part of the State. Now, it has always bothered me to ride I–57 all the way down to Marion, Ill., in splendid isolation from noninterference from toll booths and to take the tristate and have that problem of stopping every once in awhile and dropping your money in. But, I talked to somebody only as recently as yesterday, who said I–57 is no dream highway; that it needs a lot of attention, too. I am not aware of that so I must confess the last time I was down there, it looked pretty good.

All right. The impact on the arboretum, you said will be minimal, less than 5 acres?

Mr. KRAMER. That is correct. The arboretum people, I am sure, will testify later than there are secondary impacts apart from the land take that concern the breaking and what we want to do over this summer is to find ways of minimizing those.

And, while the arboretum people, I am sure, will continue to be opposed to this highway, our commitment, nonetheless, stands to try and design it in a way to make sure that that impact is as little as possible. Hopefully, favorable.

Congressman HYDE. All right. Now, the alternative of widening 53. What about the impact environmentally on the aboredum from that? Do you agree with Senator Fawell?

Mr. KRAMER. I think Senator Fawell was right on the money. If you have traffic blocked up on existing 53, which, after all, goes right through the middle of the arboretum, not off to the side of it.

Congressman HYDE. Will there be any land taking from the arboretum in widening 53?

Mr. KRAMER. It is already four lanes now.

Congressman HYDE. I understand that. So, there would be no land take?

Mr. **Kramer**, Unless someone suggesting making it six lanes.

Congressman **Hyde**. Then you are concerned about what the environmental impact would be from the traffic, the increase in air pollution from the starting and stopping of more traffic?

Mr. **Kramer**. Yes. And, I am also concerned, as somebody who is responsible for transportation, with the fact that if we are going to have 60,000 to 80,000 cars and trucks a day going north-south in this general corridor, a four-lane street just isn't going to do it.

The engineering principle is that a 4-lane conventional highway like Ogden Avenue is, or like people are suggesting 53 to be, can, at a maximum, handle about 18,000 cars and trucks a day. We are talking about 80 here. To get anywhere near that kind of capacity, you have got to have a total access control facility.

Congressman **Hyde**. Thank you.

Senator **Symms**. Congressman O'Brien?

Congressman **O'Brien**. Thank you. You know, John, I have never had the opportunity of watching Henry careening down I–57, but every now and then he appeared in the House in splendid isolation. I sort of feel like a single wing to the right, out of deference to my parties to the right, and I have my own concerns with respect to Will County.

Am I correct, John, that the passage of S. 524, at least in the views of the local authorities in Will, would be favorable for both Will and Du Page Counties, and that while some of our problems are not identical in this instance, we stand side by side, at least where the municipal and county board authorities come from?

Mr. **Kramer**. Absolutely.

Congressman **O'Brien**. Thank you, Mr. Chairman.

Senator **Symms**. Thank you very much. Thank you, John. We appreciate it.

Our next witness is the mayor of Glencoe, Florence Boone. She is representing the Chicago Area Council of Mayors. Is Florence here?

Welcome to the committee. We are happy to have you with us. We are going to have to keep right on moving. Senator Percy has made the observation here to me that if everybody takes 5 minutes from now on, we still will not be able to be through by 12:30. So, Florence, we will move right into your testimony.

Ms. **Boone**. Good morning and thank you very much for the opportunity to speak with you this morning. I am president of the village of Glencoe in Cook County and I am chairman of the executive committee of the Chicago Area Transportation Study's Council of Mayors. The council functions through 11 regional councils totaling nearly 270 mayors of the 6 counties in northeastern Illinois.

For the sake of brievity, let me skip most of my statement.

Senator **Symms**. Your entire statement will be made part of the record.

STATEMENT OF FLORENCE BOONE, PRESIDENT, VILLAGE OF GLENCOE, ILL.

Ms. **Boone**. Let me just say that our knowledge of local transportation needs and priorities, our familiarity with the hard reality of costs, and the realities of time in implementation qualify us to come before you.

When I last appeared before you in Washington, it was to request a Federal multiyear highway program, one that would maintain the Federal-aid urban program at the then current funding level. We stated then that we advocated an increase in the Federal gas tax because we believed in the user fee concept.

Thanks, and then some are due this committee and our wonderful Illinois Senators and our strong Illinois delegation in the House for a remarkably sound highway bill passed last December.

Most recently, we have been working for the Illinois highway transportation bill that will allow our drivers to produce the funding to match the Federal grants and to give our Illinois Department of Transportation the money to do those jobs that are properly State, not Federal responsibilities.

The sad thing is that the Federal and State tax hikes are both more than a bit late, particularly here, for Illinois was historically a Midwest national front runner in getting out of the mud. We did it with our own money, starting with a legislative appropriation in 1927. Now the backing of maintenance, widening, and safety corrections is enormous. Bridge work to be done is equally enormous.

And still there are some new segments that must be added to the State system to accommodate the demographics of the eighties, the job markets of the eighties.

We are highly supportive of the philosophy of Senate bill 524 because it is a user fee concept. It is also a pay as you go concept. In short, page 2, lines 6 through 10 (definition of new toll road) and same page, line 11 through page 3, line 10 (agreement between the State and the Secretary of Transportation) are right on target.

There is a colloquial phrase, put up or shut up. This bill gives us in Illinois the chance to do just that. It is a marvelous device to separate real need from cries of wolf.

Thank you for listening.

Senator SYMMS. Thank you very much for a very persuasive statement, Mayor.

What forms of public transportation are available to the residents of DuPage and surrounding counties?

Ms. BOONE. The forms of public transportation are a combination of highway transportation, bus lines that are operated by the RTA, and in some cases, access to railroad lines which would primarily be in the city of Chicago.

Senator SYMMS. Senator Percy?

Senator PERCY. I want to first commend Mayor Boone for the tremendous leadership she shows.

I have recently been in a meeting of all the village trustees in the northern suburbs, but just one question, and the same question I put to Secretary Kramer. Couldn't we simply build FAP 431 by reordering our priorities in which projects would be funded in northern Illinois?

Ms. BOONE. Senator, there just isn't quite enough money to go around. I think the mayors agree with the State department of transportation that the No. 1 priority is maintenance.

The new roads have to come second, and if new roads are to come, the idea of Federal, State, and local partnership makes good sense.

Senator **Percy.** Thank you very much.

Senator **Symms.** Congressman Hyde?

Congressman **Hyde.** Only in the interest of time I will forebear asking you questions because we do have a lot of witnesses, but thank you for a very succinct, helpful statement.

Ms. **Boone.** Thank you.

Senator **Symms.** Congressman O'Brien?

Congressman **O'Brien.** No questions.

Senator **Symms.** Thank you.

Now we have Panel No. 4, which is the Honorable Jack Knuepfer, the Honorable Sandra Birdsall, Commissioner Bernard Oglietti, the Honorable John Bourg, and the Honorable Charles Zettek.

STATEMENT OF JACK T. KNUEPFER, CHAIRMAN, DuPAGE COUNTY BOARD

Mr. **Knuepfer.** Senator Percy, Congressmen O'Brien and Hyde. I am going to testify on behalf of the county board in an overall concept.

Initially, we have Mr. Charles Vaughn, representing the highway department of the county, Ms. Pat Tobridge, representing the county planning and development.

Senator **Symms.** Excuse me, Jack, can you state your name so the recorder can have it?

Mr. **Knuepfer.** My name is Jack Knuepfer and I am chairman of the DuPage County Board.

Senator **Symms.** Thank you, go ahead.

Mr. **Knuepfer.** We have somewhere along the line, as you want to take them, Senator, a panel in addition to this. I am going to shortcut some of my remarks where they are redundant.

Senator **Symms.** Maybe you can speak for that panel and they can submit their written testimony for our record.

Mr. **Knuepffr.** Well, I don't have their testimony and they do have it available. Mine is just general remarks, Senator. I would hope they would have time to come on because they have some presentations to make that involve the charts you see on the left.

Senator **Symms.** Excuse me. I am expecting these people to testify. Were you talking about another panel?

Mr. **Knuepfer.** This is a panel representing the county board, Senator. These represent the mayors and managers of Du Page County, the various municipalities. There are some 34 of them in Du Page County.

Senator **Symms.** OK. Please proceed.

Mr. **Knuepfer.** OK. What I suggested ealier, is that I am going to shortcut some of my remarks here.

Senator **Symms.** Your entire statement, as will all of your statements, be made part of the record.

Mr. **Knuepfer.** The entire statement can go on the record, Senator, but for the purpose of brevity, I think you would like that. I think you know by now from the testimony you have heard that DuPage County is the most rapidly growing area in the State of Illinois and one of the most rapidly growing areas in the United States. For a variety of reasons, some related to limitations on funds available and some related to the politics of the distribution of road and fund moneys, expressways in DuPage County have not been able to keep up with the needs of an urban area.

Several years ago, the county came to the conclusion that the only way to meet these needs would be to utilize funding based upon user revenues. It is our feeling that users would rather pay on an expressway than be bound by the long delays of traffic signals at congested intersections which they must now suffer through.

Based upon what we know, and we have studied this for some 4 years, we feel that a combination of moneys available through the freeway system, with tolls imposed to supplement these moneys, is the most feasible way of approaching the problem.

We are not coming to the Federal Government for another handout. We are, in fact, simply asking that you allow us to commingle toll and freeway funds so that we can proceed with this project, and at the same time, not drive the price to the point where users can no longer afford it.

There have been discussions about Louisiana already having been authorized to do this and we understand that New York State has received permission to commingle these funds.

In short, we need your help only to allow us the permission to commingle. We do not need, nor are we asking for, any Federal dollars. Some day these will all be part of the freeway system.

In this growing area, we suffer more from pollution by keeping cars idling at our ever-present traffic signals, than we would if we allow those going long distances to operate at efficient speeds on an expressway system. The longer we wait, the more difficult it becomes, because we are continuing to grow and our urban transportation problems become more serious each year. We need your help, and we hope you will understand our predicament.

As an addendum, I want to point out that the county board sits as the Forest Preserve Commission, as well, and we put on another act, and that addendum is for the purpose of indicating our interest in open space.

This forest preserve has acquired 17,000 acres of open space for forest preserves in this county. So, we are not oblivious to the air pollution in open space.

Thank you very much, sir.

Senator SYMMS. Thank you very much. Sandra Birdsall, we will go through the entire panel before we have any questions.

STATEMENT OF SANDRA BIRDSALL, MAYOR, VILLAGE OF ROSELLE

Ms. BIRDSALL. Good morning, Senators and Representatives.

I come here today in two capacities. First, as vice president of the DuPage County Mayors and Managers Conference and second, as mayor of the Village of Roselle.

The Mayors and Managers Conference of DuPage County was founded in 1971 and represents all 34 municipalities in DuPage County. The conference, as part of its function, operates to influence the recommendation of needed legislation for municipalities. The conference also bears the responsibility of recommending highway priorities and funding throughout the county in a very sophisticated methodology which will be explained by Bernie Oglietti, the chairman of the Transportation Subcommittee.

One of the conference's major concerns is the funding of highways to keep pace with the rapid growth of our county. The conference has unanimously passed resolutions and I would like to enter those resolutions as part of the record. We have a resolution strongly urging FAP 431 by the State of Illinois.

We then have a resolution supporting construction of the Elgin-O'Hare Expressway, FAP 426. Both of these resolutions date back to the time that we felt it was realistic that those roadways could be funded as expressways or freeways.

We since have changed directions and we now have a resolution urging the general assembly, this is the General Assembly of the State of Illinois, to implement a feasibility study of FAP 426 and 431 as toll roads.

We have a resolution strongly supporting those feelings.

And finally, we have a resolution urging the U.S. Congress to consider commingling of Federal funds with State and local funds relative to the construction of FAP 426 and 431 as toll roads and I will present these to you as part of the record.

Senator **Symms**. Without objection, they will be part of the record.

Ms. **Birdsall**. It seems to us that combination of Federal funds and tollway user-fees will maximize the amount of roadway which can be disruptive in our county.

In our urban area, this maximization is important. Although DuPage County is the second largest populated county in Illinois and has the projected year 2000 population of 900,000, the county has no sound expressway or limited access highways.

In addition, the corridor along the DuPage-Cook County line with the village of Schaumburg projected to be the second largest city in Illinois, has seen increased expansion of industry and housing along the border, but no limited access to highway.

Our files of both of these roadways so back a long way, and in the village of Roselle alone, our public hearing minutes go back to 1969 and we have passed resolutions repetitively in the village of Roselle supporting these roadways as has the mayors and managers conference.

In 1976, the Illinois Transportation Study Commission recommended completion of FAP 431 by the year 1978 and recommended FAP 426 to be completed by 1995.

It would now appear that these or any other projections regarding the completion of the roadways would not be possible without the option of a combination federally funded toll road and we urge you to consider this and support Senate bill 534 as a way of maximizing our dollars.

As mayor of Roselle, I would also like to just briefly explain to you why, and a village the size of Roselle would consider a tollway to be a viable and popular alternative.

First of all, Roselle has expanded in a short 10 years from a small farm community to a surburb of 17,000 people and we have continued projected growth. Our neighbors along the corridor are experiencing similar growth. However, the only highway, major highway, running through our community is Route 19.

Route 19 cannot be expanded along the corridor without wiping out our central business district and the central business districts of the other communities along the corridor.

Meanwhile, we have set aside a mere couple of miles to the north, a vacant corridor that is intended for the construction of FAP 426.

It makes sense to us to construct that corridor and in addition, while our quiet residential community remains attractive and continues to grow our industrial community is hampered in growth by the highway congestion and by the lack of a freeway system or tollway system.

So, the new freeway-tollway would stimulate economic development in our corridor and ease the tax burdens of our residents.

Between Roselle and Hanover Park to the west, we alone have 800 acres set aside along the corridor awaiting industrial development.

The village of Roselle testified favorably before an IDOT public hearing in 1971. We testified again in 1976 and we testified again today that we would urge support of Senate bill 534 and combination of the federally funded tollway.

Senator SYMMS. Thank you very much. Mr. Bernard Oglietti, director of transportation committee, DuPage Mayors and Managers Conference.

STATEMENT OF BERNARD A. OGLIETTI, DIRECTOR, TRANSPORTATION COMMITTEE, DuPAGE MAYORS AND MANAGERS CONFERENCE

Mr. OGLIETTI. Thank you. My name is Bernard Oglietti. I am the village administrator for the village of Willowbrook located in southeast DuPage County, a community not directly affected by the issues of the development and construction of FAP 431 and FAP 426. I do, however, serve in the voluntary capacity of the director of the transportation committee of the DuPage Mayors and Managers Conference, an association representing nearly 600,000 people.

The conference transportation committee, among other things, is responsible for the review and analysis of State and Federal transportation legislation and for the recommendation of needed legislative amendments. I have served in the capacity of chairman and vice chairman since 1977 and would like to convey to our Honorable Senators our thoughts and concerns which are the nucleus of a model for the evaluation of legislation over the years.

The conference transportation committee has developed and has received the endorsement of the conference of a three-tiered model for the funding of transportation improvements. The three tiers are: Tier 1, basic service fees; tier 2, user taxes and fees; and, tier 3, premium service tolls.

The first tier, basic service fees, are established to assess appropriate fees to all consumers for access to the transportation networks.

All people benefit from the transportation system either through direct or indirect consumption.

The traditional method of funding land acquisition, construction, equipment maintenance, traffic control, lighting, and facility maintenance has generally been basic service fees such as ad valorem taxes, property taxes, vehicle registration fees, driver's license fees, and general governmental taxes.

The second tier of the hierarchy is user taxes and fees. The implementation of such taxes and fees assess an appropriate fee for the actual use of the facility. Traditional expenditures of user taxes and fees are the replacement of rolling stock, energy costs, and routine maintenance of transportation facilities. Traditional sources of user taxes and fees are gas taxes, zone fees, and highway tolls.

The highest level of the hierarchy is the premium service toll instituted to assess appropriate marginal costs associated with express services, peak period demands, or excessive usage. Revenues generated by premium service tolls should be utilized in the construction of express lanes, peak period facilities, and peak period transit facilities. Traditional premium service tolls are weight-distance taxes, employer taxes, and surcharges for access during peak periods.

The model further provides that if the burden can proportionately be shifted in the direction of a direct assessment for actual use and demand, that is, a shift from basic service fees toward user taxes and fees and premium service tolls, equity in the financing of highway improvements can be achieved.

Certainly the issue of the combination of Federal-aid highway fund and toll revenues is consistent with this model.

In summary, the financing of new transportation facilities including highway construction through the implementation of user fees taxes and premium service tolls offers several advantages over the traditional methods of tax support through basic service fees.

The one most obvious advantage is that the users themselves bear all or a high proportion of the costs of construction and actual maintenance and operation of the facility thereby effectively increasing funds available for other projects.

Our finding has been, in fact, that the only reasonable alternative for the accomplishment of the construction of needed transportation links in Du Page County is the use of Federal-aid highway funds in conjunction with toll revenues. As the model would dictate, the users of a toll facility who also contribute taxes to State and highway funds, are not the victims of double taxation since they will pay in essence for premium service in the form of higher travel speeds and quality of riding surface. Any driver, of course, always has a choice between the use of toll facilities and alternate arterial and freeway routings. A shift in the direction of user taxes and fees is certainly consistent with the fiscal philosophy of the current administration.

The commingling of the funds either on a nationwide or on an experimental basis to achieve the construction of FAP 431 and 426 is consistent with this model and is consistent with the previous actions of the Du Page Mayors and Managers Conference representing the 34 incorporated municipalities in DuPage County.

Once again, thank you for this opportunity and the DuPage Mayors and Managers Conference respectfully requests the committee's endorsement of Senate bill 524.

Senator SYMMS. The next witness, Mr. John Bourg, mayor of the city of Joliet.

STATEMENT OF HON. JOHN BOURG, MAYOR, JOILET, ILL.

Mayor BOURG. As a representative of the Will County Municipal League, I would like to emphasize two major points: First, the innovative concept of commingling Federal funds and toll revenues to construct highways; and second, the application of this idea to the specific project affecting Will County.

As you well know, the cost of completing and maintaining the Nation's highway system have escalated rapidly during the past few years; however, there have been insufficient increases in highway-related revenues to meet these needs. As a result, many portions of Federal-aid highways are deteriorating and some sections remain uncompleted. At the same time, traffic continues to increase, compounding safety and congestion problems, and causing further damage to existing roads. Attempts are being made to close the gap between highway costs and revenue, both at the Federal level through the inclusion of the 5 cent gas tax increase in the Surface Transportation Assistance Act of 1982, and in the State of Illinois, with our legislature's current work toward a motor fuel tax increase. However, even these efforts are not enough to adequately finance needed improvements to our highways.

The current Federal administration, through its economic policy, is attempting to decentralize the costs of providing public services, partially through the establishment of user fees. Senate bill 524 directly reflects this philosophy, by proposing to commingle Federal funds with toll revenues to finance the construction of highway facilities. The ongoing costs of operation and maintenance would be paid through toll collections.

This bill offers an innovative approach to alleviating the massive highway financing problem we currently face. The passage of Senate bill 524 serves the public's best interest for several reasons.

First, because part of the burden of payment for a specific highway will be on the users, it may make available Federal dollars to be used in other projects. Also, the construction of new highway facilities, where needed, can divert traffic from overcrowded roads and reduce the need for Federal funding to expand them. Lastly, Federal participation in the construction of highway facilities should be considered not only a transportation investment, but also a development incentive, in that such facilities will attract new economic development to an area, thereby, increasing the tax base. While these benefits would be indirect, they are real nonetheless, and are consistent with national economic recovery goals.

To summarize my first point, the Will County Municipal League and the communities of Will County feel that the concept of supplementing Federal funds with user-fee revenues for the construction of highways is appropriate and innovative, and Senate bill 524 should be adopted.

I would now like to emphasize the importance of the Lake-Will Expressway, often referred to as FAP 431, in Will County. Ever since the initial location studies for this facility were begun 20 years ago, FAP 431 has been supported by Will County and its municipalities. We have long recognized the the need for a north-south expressway to provide mobility through central Du Page and Will Counties, connecting interstate Route 290 on the north to interstate Route 80 on the south. We have waited through interminable delays, while various Federal transportation engineering and environmental requirements were addressed. Most recently, we have been awaiting the results of a preliminary feasibility study for FAP 431 being conducted for the Illinois Toll Highway Authority and the Illinois Department of Transportation. FAP 431 has been repeatedly and officially supported, through resolutions by the Will County Municipal League, the urbanized area council of mayors, the county board, and various municipalities.

Measurable transportation demand for FAP 431 into Will County has been recognized in the year 2000 transportation system plan developed for our six-county region by the Chicago area transportation study. Also, a more detailed long-range highway study, currently being prepared for Will County, has identified areas in the northern part of the county where the existing road system will not be able to adequately handle future north-south traffic. Some of these problems are already becoming apparent on the roads in this area. While I will not detail the technical data supporting the need for FAP 431 at this time, Will County's highway consultant is in attendance and is available to answer technical questions concerning such data.

I would also like to emphasize a few points concerning the feasibility study being conducted for the Illinois Toll Highway Authority, which I mentioned earlier. It is our understanding that the Illinois State Legislature authorized this work as a preliminary feasibility study, and that full feasibility studies would not be authorized until the outcome of the Federal toll funds commingling issue was determined. Therefore, because this study was only an initial effort, with limited detail, we must strongly urge that no alternatives regarding FAP 431 be removed from consideration at this time. Additionally, we want to stress the need for full feasibility studies, especially of segments where preliminary feasibility is shown to be marginal.

In closing, I would like to express the Will County Municipal League's strong support for the passage of Senate bill 524, as an innovative approach to financing public highways. We believe that such innovation is necessary to reverse the trend of deterioration of our highways. We specifically support the application of this financing concept to the construction of FAP 431 into Will County, as a necessary extension of our regional highway network. This legislation provides the only alternative to its ultimate completion.

Thank you for this opportunity to comment.

Senator SYMMS. Thank you very much.

The next witness is the Honorable Charles Zettek, president of the village of Elk Grove.

STATEMENT OF CHARLES J. ZETTEK, PRESIDENT, VILLAGE OF ELK GROVE, REPRESENTING THE NORTHWEST MUNICIPAL CONFERENCE

Mr. ZETTEK. Thank you, Mr. Chairman. My name is Charles Zettek. I am the president of the village of Elk Grove and a member of the Transportation Committee of the Northwest Municipal Conference.

This is a consortium of municipal townships representing a population in excess of 800,000 people in the north and northwestern counties. I might add that those 800,000 people represent 24 municipalities and 8 townships.

I appear before you today to express the strong support of the village of Elk Grove and the entire conference for the proposal advanced by Senator Charles Percy to make tollways eligible for receipt of Federal highway funding.

Elk Grove Village, as well as the villages of Hanover Park, Streamwood, and Roselle have developed their comprehensive plans in the expectation of the construction of the Elgin-O'Hare Expressway.

The need for this high-speed arterial has been repeatedly documented and is expected to be reaffirmed by a special legislative commission of the Illinois General Assembly. The village of Elk Grove has within its boundaries the Nation's largest industrial park. In addition, the industrial and corporate office centers in Schaumburg and Hanover Park have made this area one of the fastest growing in the State.

While the need to transport people to the airport and these work centers is imperative, the funding of such a major program is not or is it expected to be a reality. The present estimates for such a major high-speed traffic limited access thoroughfare, such as the Elgin-O'Hare Expressway is between $160 and $180 million according to my notes. We covered this morning that it is well over $200 million. Such funds are just not available.

The northwest suburban area has provided for itself in the past. With the exception of a small length of I–290 or Route 53, every major expressway in the region is a toll facility. The cost burden, however, on this particular route would be so burdensome to the road patron as to preclude its development. We also recognize that a freeway designation would be beyond the scope of potential financing. This is the reason that we are encouraged and very supportive of a private-public partnership in the construction of these badly needed routes. the public financing of 50 percent of the cost would permit a competitive toll structure which would serve to enhance the badly needed job development so vital to the State of Illinois. We simply cannot afford to lose more jobs out of the region and State for the want of needed transportation systems.

In representing the Northwest Municipal Conference and all of its mayors and elected officials, I would ask that you as the representatives of the people in Congress to permit the integration of these funds by eliminating legal barriers which are acting to inhibit local development.

In this way, by permitting a 50–50 participation, we will be afforded the opportunity to make badly constrained highway dollars stretch farther and promote a high degree of participation in the planning and development process.

Nobody likes tolls and taxes. Right now, the residents of northwest Cook County are paying an inordinate amount of both. However, we believe the key to prosperity is industrial and corporate growth.

The key to achieving that growth has been the ingenuity and tenacity of the local officials to overcome the redtape and effect a solution.

This proposal is but a recognition and reaffirmation by the Congress of the ability of local officials to maximize these resources; Federal, State, and local.

We would be happy to answer any questions, and I thank you, Mr. Chairman, and members of the committee for the opportunity to submit my support and that of my municipal and township counterparts, some 800,000 people.

Senator **Symms**. Thank you very much. I thank all of you very much for your testimony.

Senator Percy?

Senator **Percy**. Yes. Just a question to the Chairman.

John, first I want to thank you for being here today. Second, I do want you all to know revenue sharing, in my opinion, is here to stay. And we now have a bill extending that for 3 more years, so I think we will get it through the Senate all right.

When you wrote me 1 year ago about allowing us to fund this by simply reorganizing State priorities and so forth, but also to have this flexibility and control, can you give us some idea now, since you represent the entire county, how, generally, is this needed in the county? Is there widespread support for it?

On the whole, though, there are certain opposition groups, and we will hear from them today.

Mr. **Kneupfer**. Well, it is my perception, Senator, and I will say I am a member of some of the groups who I suspect are going to testify in opposition. I am a member of the Air Club, the Audubon Society, and the Prairie Path. And I am not in accord with their positions on that.

I can tell you insofar as the county board's position is on this, there has been, was and is unanimous support, and there has been no opposition in our discussions, no major oppositions in our discussions and there is an unanimity of opinion on the issue.

Senator **Percy**. We are all looking, not only in DuPage; through this is a fine place to live, but also to work and have our children work here and stay.

The completion of the East-West Highway spurred economic development in the county. Do you envision similar growth as a result of construction of a north-south?

Mr. **Kneupfer**. Excuse me. What road?

Senator **Percy**. You did experience economic growth with the East-West. Do you expect similar economic growth as a result of a north-south?

Mr. **Kneupfer**. We perceive that it is being stifled somewhat now, because of the lack of effective north-south transportation in the county.

This county has created some 120,000 jobs in the last 10 years. But, that creation of jobs has as well impacted upon the highways. And we are in the position now that we have to improve those highways in order to create additional jobs in the county.

This is extraordinarily important to Illinois, because there are areas in Illinois that are losing population. This county is gaining not only population, but industry. And certainly, to keep and maintain the viability of Illinois, we have got to maintain industry.

Senator PERCY. Thank you very much. I have no further questions.

I know you want us to acknowledge the presence of Mr. Charles Vaughn, DuPage County Highway Committee; Mrs. Pat Trobridge, DuPage County Development Department; and Eleanor Wall, chairman of DuPage County Regional Planning Commission.

At some point, do you intend to explain those charts that you mentioned?

Mr. KNEUPFER. Yes. I am not sure who was going to deal with those.

Mrs. Trobridge, was that your——

Mrs. TROBRIDGE. Yes.

Senator PERCY. Pat, if you would?

STATEMENT OF PAT TROBRIDGE, DuPAGE COUNTY DEVELOPMENT DEPARTMENT

Mrs. TROBRIDGE. If I may, I would like to turn this toward the audience.

We have had a tremendous growth in, not only population, but in industry. And between 1970 and 1980, the population of DuPage County has increased 30 percent. The population increased 30 percent, from 492,000 to 659,000.

During this same decade, the number of jobs increased by 190 percent, from 146,000 to 275,000.

Similar trends of lesser magnitude incurred in Lake, northwest Cook, and Will County, demonstrating a shift in population and jobs north from the city.

The corresponding increase in travel commands generated by this growth and the shift have resulted in suburban traffic congestion. There is a great need for bigger suburban expressways which are sized to handle it.

However, we find ourselves in the difficult position of trying to satisfy the highway capacity at the same time that they are needed to rebuild proper bridges.

I have given written testimony. I will just explain the chart.

This here is a six-county northeastern part of Illinois, and it shows the regional expressways, those that are existing; 92 highways that we are talking about here today, FAP 426, which is the redline here, running up to the north end of O'Hare, and FAP 431, which would come down from Army Trail Road.

Now, we look at this chart here. The red indicates employment change from 1970 to 1980. The yellow is the population change in that same decade, from 1970 to 1980, and the population change projected for the year 2000 is in the green.

So, as you can see here, in Cook County, it has stabilized. By the year 2000, as you can see from Lake County through north Cook, we have divided Cook into a couple areas, and right through the center of DuPage and down to Will. So, you can see that by the year 2000 right through the corridor of these counties, the center of these counties, is where the population and employment is going to be.

And these people simply need the transportation to be able to grow and to have a type of environment and living quality that they are used to.

There is no question. DuPage is the most desirable county in the State to live, and we think this would enhance it, and we certainly would support the House bill.

Thank you.

Senator SYMMS. Were you finished with your questions, Senator Percy?

Senator PERCY. Yes.

Senator SYMMS. Congressman Hyde?

Congressman HYDE. In the interest of getting to more witnesses, I will defer sending in a long list of written questions, Jack and Sandy. I'm kidding.

Thank you.

Senator SYMMS. George?

Congressman O'BRIEN. Thank you, Mr. Chairman.

To address myself to John Bourg, who is mayor of Joliet, his hometown and my hometown.

John, would you point out on that particular map the section that you and I are uniquely interested in that has not really been addressed a great deal?

Mayor BOURG. Thank you, Congressman.

The point that I was trying to make in my testimony, Senator, is that we continually refer to the coming down to I-55, and what we are concerned about is that it comes down to the Route 80 which goes across and would connect on the east side of Joliet, taking in the eastern portion of the county, which would be—it's an absolute need; as great a need in Will County as we have in DuPage County.

We would like to see Will County have the growth that DuPage County has. This would be the thing to give us that economic tool.

So, what we are concerned with is to generally continue it from—the total plans have been down to Route 80.

Congressman O'BRIEN. John, from the projections made with respect to the growth in the daily traffic load, that area reaches as high as 16,000; is that correct?

Mayor BOURG. 16,000.

Congressman O'BRIEN. And one other point. You represent not only the interest of Joliet, but also Will County and Will County's Municipal League of Cities; is that correct?

Mayor BOURG. Yes.

Congressman O'BRIEN. Thank you.

Senator SYMMS. Thank you very much. I thank the panel very much and appreciate your testimony.

Our next witness is Dr. Marion T. Hall, the director of the Morton Arboretum.

Dr. Hall, welcome to the committee, and I see you brought your cheering section with you. Go right ahead.

STATEMENT OF MARION T. HALL, DIRECTOR, THE MORTON ARBORETUM

Dr. HALL. Thank you.

My name is Marion T. Hall, and I am the director of the Morton Arboretum.

I wish to thank the Senate Committee on Environment and Public Works for inviting me by letter dated June 9, 1983, to give testimony.

I am giving testimony against the passage of Senate bill 524 because I believe this bill is advantageous to the health and welfare of the Morton Arboretum.

Any high volume highway built near the Morton Arboretum's native forests will have deleterious effects.

That's it. That's the whole summation.

The open lands project of Chicago in a recent report shows Chicago and its 6-county area to be the last in open space preservation among 10 other large (similar in size) metropolitan areas.

Even though the county has done a lot in developing the Morton Arboretum, incidentally, we still have a job to do preserving open space.

It is particularly distressing when government takes already presumably secure open space, or if not a taking, an impacting which limits and damages the land's usefulness and stability.

The condition of humanity in the modern world demands that man respect and protect his open spaces, especially good ecosystems, or his long-term survival is threatened.

The Morton Arboretum and other such institutions should be declared inviolate and their very surroundings should be developed only in ways which buffer and protect the institution's resources.

Anything less is a dedication to narrow, limited, short-term goals destructive to the greater human values.

Such a buffering action on government's part would insure the protection and preservation of the values inherent in the Morton Arboretum.

What are some of the deleterious effects? They are too numerous to mention.

One example relates to our shrub collection. When Commonwealth Edison established its giant power line through the arboretum in 1945, uses of the land beneath it became restricted. A vast and useful shrub collection was planted there because it could be tolerated by the utility.

Both the establishment of this collection, the largest in one place in the world, in response to the Commonwealth Edison intrusion and the recurrent plant damage near the East-West Tollway (from highway pollutants), have been very expensive to the arboretum.

Our plight seems to be one of having to react at our expense to the encroachments at our periphery. Our creation of buffers on our land to cope with peripheral impacts decreases the amount of land available for regulatory projected arboretum activities and research. Our expenditures for these coping procedures decrease the amount of money we have for projected activities and research.

We are thus squeezed into spending our money to cope with outside-the-arboretum changes over which we have no control. We feel that these relentless pressures not only threaten to impoverish the quality of our landscapes (and likewise, our educational and scientific activities that require these landscapes) but also jeopardize our capacity to carry out the charges set forth in our charter—thus imperiling our very existence.

Another factor of this is Puffer Lake. This was formed by an ice sheet receded several thousand years ago. It holds a story in the layers of silt and mud of the early vegetation following the ice: the kinds of forests, the open prairie-like vegetation of the warm, dry-time; more forests, and the changes following settlement, that is, the agricultural period and now urbanization.

To destroy it is to deny that the past has meaning, that we are molded by our roots, that a sense of history is required to direct a sound, fulfilling future.

Puffer Lake has been a bird sanctuary since 1939. Its shores were partially planted in the beginning with trees, shrubs, and vines known to attract birds.

This lake serves as a fine demonstration of the best situations for the enhancement and conservation of bird life.

The first bird survey completed in 1940 showed 21 species of winter birds, 66 species of summer birds, 53 species of migrants, and a nesting population of 10 species with a total of 64 nests around the edges of the lake.

When the East-West Tollway was built, the situation deteriorated by 45 percent.

In relation to being a quality educational area, if FAP 431 is built, it will destroy the bird sanctuary and the lake for all natural values, leaving no more than a catchment basin.

Now, the other item of really great significance here, I noticed a number of people giving expert testimony concerning the Morton Arboretum. Unfortunately, a number of these people have never talked to me personally about those issues.

I was told a long time ago that lawyers know everything and so they don't really need to talk to those kinds of people.

The final element here is these native forests that I was talking about. That's what we are really talking about, the sugar maple forests.

The sugar maple forests are exceptionally resilient. They regenerate aggressively and they are pollution tolerant, while oak forests are the converse.

We have 22 kinds of oak forests and very beautifully structured sugar maple forests.

But, with all their vigor, another highway encroaching on two sides will threaten the long-term survival of even our toughest forest and will certainly depauperate our numerous kinds of oak forests.

When ecosystems are impacted by man, they suffer a loss of diversity and improverishment occurs.

Our native forests at the east end of the arboretum are an exceptional example of the successful sequence of forest for the prairie-forest border; that is, bur oak, white oak, red oak, sugar maple.

This forest serves as a textbook example of the continuum theory of forest structure promoted by the famous ecologist, the late John T. Curtis of the University of Wisconsin.

This forest is the best teaching tool in northern Illinois, and through our staff and our guides, serves to teach vegetational dynamics to thousands of schoolchildren, college students, and adults, every year.

A high volume of auto pollutants will be destructive of this forest which so valiantly demonstrates the beauty of the northern Illinois landscape.

The Morton Arboretum is long and narrow, too narrow to escape from serious outside impacts. If it were twice as wide and of around 3,600 acres, it might have a chance to survive without such serious degradation.

It is amazing that so little effort has been made by governments and others to help structure the aboretum for at least a condition above mere survival. It suggests that societal values are yet awry.

Now, in relation to our recommendation, it would be, yes, to develop the Highway 53 because we had deliberately planted the East Branch of the Du Page River Valley, which is what Mrs. Fawell was speaking of. We have deliberately planted that valley with plants that can handle what occurs there when the traffic builds up entering our institution.

This is what we are doing for the Chicago region. We are working with nice plants that will help solve particular problems, and we are good at that, you see.

You haven't really come by and asked us about it, but we are really good at that, and the highway department knows we are good at that.

That's pretty much our statement, and we really appreciate your allowing us to come here and protect ourselves.

Thank you.

Senator SYMMS. Dr. Hall, thank you very much for your testimony.

If it gives you any peace of mind, I might advise you that as chairman of the subcommittee, my background is not as a lawyer. I actually am an apple-grower, and majored in horticulture in college.

So, I do appreciate your concern for the open space and the park that's there.

You mentioned the greater Chicago area doesn't have large open areas. How much open space acreage in the park exists in the Chicago metropolitan area? Or, is that a question that you can't answer right now?

Dr. HALL. I couldn't answer it without the maps here with me. But, I am merely going on the open lands project.

Senator SYMMS. Someone mentioned that Chicago has the least amount of open areas of any major metropolitan area.

Dr. HALL. Yes.

Senator PERCY. I can give you one quick example.

Eighty million acres of national parks, it says, in the United States. We have 12 of these in Illinois. They just recently acquired enough to just house the Lincoln home, and that's all we have. We are working on the corridor, which will not be a national park. It will be supervised by them and we will benefit from that.

But, we are really deficient in open land area.

Senator SYMMS. If FAP goes through, Mr. Kramer testified that it woud take about 5 acres. Do you share that?

Dr. HALL. Yes.

Our problem is that trucks and cars create pollutants on the road. Then the winds blow these substances that are produced by vehicles.

What we have to do, our own National Academy of Science reports that it creates the compounds that are thrown up off the road, and we have done research ourselves of what they do, actually, and find that the substance has moved as far as 1,000 feet in the arboretum and damaged the plants with having the exact syndromes of damaging those plants with the substances.

We also find that the cars, regardless of velocity they travel, produce pollutants. There is no doubt about that.

Some of it sounds like nonsense to me, but having read the report from the Institute of Meteorology, ethylines are produced; nitrous oxides are produced; nitrous dioxides are produced. And when these things get together, they create a substance known as photochemical oxidants. And this material is extremely dangerous to plants.

Sulfur dioxide is produced wherever, whether it's in a diesel truck, or whether it's in an automobile.

It's true that they don't produce as much sulfur dioxide as a coal-burning powerplant does, but, nevertheless, it produces them. And this, of course, produces sulfuric acid in the atmosphere and sulfuric acid damages the plants.

Acid rain. Now, we are not concerned about acid rain's effect on our lakes and soil because of the Ph difference between the Midwest and the East.

But, we are concerned about the presence of these substances on the leaves of plants and vegetation. They are harmful, regardless of what you do.

We are concerned about the ambient air pollution, as well, you see. It's not just what comes from the road itself, but what comes from extra development.

We may be in a position to be able to have our good, strong, very equal system in the last 10 to 20 years.

Senator **Symms**. Thank you very much.

Senator Percy, do you have some questions?

Senator **Percy**. Thank you. Just a comment.

Dr. Hall, I think we should publicly state today what we said at our coffee this morning, that John Kramer made an absolute pledge that this arboretum would be preserved; every precaution would be taken. And I had asked that the study that's been initiated by the State for the impact to the arboretum be expedited so that we have available that study before we make any plans.

Now, the other suggestion, and you did say yourself, if the project goes through, you will work cooperatively with them in finding that the impact is minimized and possibly totally eliminated.

But, is there any suggestion that you can make at this time, if the project does go through, as to what can be done to change the Federal standards so as to have the maximum protection for an absolutely invaluable asset?

Because this community, the people, the residents of this community, as we discussed this morning, did not just come here. They came here because this is a great place to live and a great place to work. They want to keep it that way and we aim to keep it that way.

Dr. **Hall**. And the arboretum helped to make it that way, of course.

Yes; I think there are things that could be said. The first thing that could be said, or should be said is that you do not help polluting systems with your good landscaping, good ecosystems.

You see, what I'm talking about now is building your highways and so forth through land which is either cleared for agriculture, or which is used horticulturally, because those plans have been developed by man. We developed them ourselves to solve these kinds of problems.

But, we are talking about saving the finest old maple complex in northern Illinois right now. We are talking about saving an ecosystem.

Don't build roads near ecosystems. And this is a sizable one, you see. It's an extent of well over 100 acres; just the sugar maple, alone, and the oak forests that go with it, creating something in the order of 500 or 600 acres.

You see, this is what I'm talking about. Don't build in places such as that. Or, if you do build them, consider a lot of factors. Changes in fuels. You see that they are polluting. Get on the stick and get a lot of research going on to change the fuels. Develop an automobile that doesn't pollute. You know, there's no reason why we can't do that.

These are the kinds of things that I would recommend. That we get busy and consider the whole picture, not just a part of it, you see, as we are doing now.

You see, I see no reason why we can't have vehicles that run on electricity, or that run on hydrogen, or something of that sort.

You see, we can do anything that we really want to do if we want to do it seriously enough and are able to get by the special interests that are involved in inhibiting these doings.

Talking about technology is just the beginning.

Senator PERCY. Thank you, Dr. Hall.

Witness HALL. Thank you.

Senator SYMMS. Congressman Hyde, or Congressman O'Brien.

Congressman HYDE. No.

Congressman O'BRIEN. No, thank you.

Senator SYMMS. Thank you very much, doctor.

Panel No. 6 will now come forward. Mr. Jerry Oehler, Ms. Sally Stoval. They represent the West Suburban Committee on Freeways. Mr. Larry Russell with the Butterfield Homeowners' Association and Mr. Ross Clark, botanist.

Mr. Oehler?

STATEMENT OF JERRY OEHLER, WEST SUBURBAN COMMITTEE ON FREEWAYS

Dr. OEHLER. My name is Dr. Jerry Oehler and this is Ms. Sally Stoval and we represent the West Suburban Committee on Freeways.

Senator Symms and Senator Percy, Congressman Hyde and Congressman O'Brien, thank you for the opportunity to speak here.

The West Suburban Committee is a coalition of organizations and individuals from throughout Du Page County who are interested in the more satisfactory long-term solution to the county's obvious transportation problems.

Now, let me make it very clear right here. We wholeheartedly agree that there is a severe and horrible transportation system in Du Page County. There is no disagreement about that. And we agree that a solution is necessary.

Nevertheless, we must be against this particular bill for two fundamental reasons. The first reason is that it promotes an increase in the number of highways. The second reason is the particular tollways, or particular highways that it supports, we are in opposition to those in and of themselves.

We believe 431 will not be in the best interest of DuPage County as a whole. In fact, we can summarize our position by saying Du Page County's need for 431, there has been a need.

I have lived in this county since about 1955. There has been a need for north-south travel in Du Page County ever since this time, and I have heard all during this time of plans to make a north-south route, and I have basically wondered what has happened all these years; why has this highway not been built.

The reason I say that the time has passed is things have changed since the original plans were made for 431.

The land was originally acquired with a corridor to the south, to the general area that we are in here on. As was originally—the land was originally purchased and was generally through undeveloped areas.

Since that time, development has come up right next to the boundaries. Houses are within a matter of feet; 8, 10 feet of the highway. So, things have changed considerably, and all during this time there have been very little improvements on Route 53.

What we have with us today is signatures on petitions of about 15,000 residents in this area that were collected. We will present them to the committee. It's about 15,000 signatures here that were collected in the last 2 to 3 weeks, once it was heard that this activity had been brought forth again.

We contest that the signers of these petitions have signed petitions saying that they believe that the funds should be spent for the improvement of Route 53 rather than for the construction of a highway.

We feel that these signatures and our committee represents the grassroots feelings of DuPage County in opposition to the bill at this time. [Applause.]

Namely, the DuPage mayors and managers and the county board, we feel do not truly speak for the citizens of this county. [Applause.]

The citizens of this county have never really been asked what their position is on this, until we went around with our petitions and asked what their position was.

Senator PERCY. Jerry, do you have a written statement? Thank you.

Dr. OEHLER. Yes. Did you not receive our written statement? It was placed on the table at the beginning. You should have it.

I would just like to summarize a couple of points here.

Senator PERCY. We do have a lengthy statement here.

Dr. OEHLER. I have about three points to make.

Senator PERCY. The full statement will be incorporated.

Dr. OEHLER. I understand.

Senator PERCY. You are just now supplementing?

Dr. **Oehler**. Yes.

To summarize our statement, let me say that the testimony earlier has indicated that members of DuPage County would take polls, and we really think that the signatures there are somewhat in disagreement.

In addition, we feel that the disproportionate amount of tollways—let me leave that at that.

Over the years, the highway commission has consistently overestimated the traffic flow for the highway and consistently underestimated the cost.

The dollar figures you were given a few minutes ago, or this morning, were essentially our understanding about 1979 dollars, and if you were to bring the cost up to the current time, I think we are looking at a highway approaching $400 million in cost.

In addition, we disagree and challenge the amounts that are being used of 68,000 cars per day, and particularly, the traffic capacities of a four-lane highway.

It was stated earlier this morning to be 18,000 cars per day, and right now Route 53, in a two-lane section, is handling 7,000 cars a day.

So, it's obvious that a highway should have at least that capacity.

Senator **Percy**. Are you just about through with your statement? Because your time was up about 5 mintues ago.

Dr. **Oehler**. Could I introduce Ms. Sally Stovall, who will take a few seconds?

Senator **Percy**. Fine. Sally?

STATEMENT OF SALLY STOVALL, WEST SUBURBAN COMMITTEE ON FREEWAYS

Ms. **Stovall**. Thank you, Senator and Representatives, for your time.

The West Suburban Committee on Freeways represents many organizations and individuals. They all have different reasons for opposing Senate bill 524 and construction of FAP–431.

But, the central point is they are opposed.

I wish to speak this morning as a resident taxpayer of the village of Woodridge. We have already heard this morning from a representative of the DuPage Mayors and Managers Association.

It must be pointed out that this organization does not represent the viewpoint of the mayor and the council members of the village of Woodridge.

Mayor William Murphy has filed written testimony against Senate bill 524 and the construction of FAP–431 that's contrary to what Mr. Kneupfer said earlier, that they are unopposed.

Senator Percy, it is important for you to know that, according to a survey of the residents of Woodridge conducted by the village last year, 26 percent are opposed to the construction of this tollway.

Why are we opposed? First, it will split our residential community, jeopardizing the effect of police and fire protection to our citizens.

Second, it will isolate residents from school, shopping, and each other.

Third, it will pass very close to one of our schools, and studies conducted in California clearly demonstrate the resulting noise and air pollution from heavily traveled expressways has a negative impact on the learning environment.

I am also going to point out that there are 19 schools that will be less than 1 mile from FAP 431.

Fourth, it will have a devastating environmental impact for much of the land through Woodridge.

This roadway as currently planned will be elevated as much as 20 feet in the air. Nothing can be done to minimize the impact of such a skyway.

Finally, when proposed some 20 years ago, the route of this expressway was through largely undeveloped areas. Today that is not the case.

People have invested their life savings in homes, only to learn later that the open air nearby was not going to be a park as they were told by developers and real estate agents, but in fact, four- or six-lane expressway, highway instead.

FAP 431 was an idea that time has long passed.

I urge you to drop the legislation and put our highway dollars into upgrading Route 53. Thank you.

Senator PERCY. We have testimony from you, also?

Ms. STOVALL. Yes.

Senator SYMMS. Mr. Russell?

STATEMENT OF LARRY RUSSELL, BUTTERFIELD HOMEOWNERS' ASSOCIATION

Mr. RUSSELL. I am from the Butterfield Homeowners' Association and I would like to thank you, Senators and Congressmen, for the opportunity this morning to voice our opposition, as well, to the Senate bill 524 and currently FAP 431.

A little background. Butterfield Homeowners' Association is in an unincorporated area of Du Page County, located north of Butterfield Road and on both sides of the proposed elevated FAP 431 Freeway-Tollway Road.

Senate bill 524, if enacted, we believe will certainly enable the State of Illinois to construct an Illinois tollroad on FAP 431.

Butterfield Homeowners' Association have over 1,000 petitioners as part of that 15,000 you received asking to reject Senate bill 524 and FAP 431 for the following reasons:

First, the proposed route closely parallels the existing Highway 53, and a tollway on this route would be a wasteful duplication.

Route 53 is a local highway, which will remain, and is, in need of major improvements.

Second, the major employment growth area of Du Page County is in a narrow east-west strip 18 miles long, extending from Oak Brook to Aurora.

The fastest growth area in residential, shopping, and employment is the Naperville-Aurora area. This is also the area with the open land to develop.

If a new highway is justified, it should be built about 8 miles to the west of the proposed FAP 431 route, near this future growth area.

The noise and air pollution from the proposed elevated highway will adversely affect our health and property values.

We also believe Route 53 should be widened to four lanes, and then a study made as to the feasibility of constructing the most expensive highway in Illinois, (FAP 431).

In the past 20 years, we believe the State transportation department has been pressuring local residents to submit to FAP 431 by deliberately not improving Route 53.

In the future, they will use the same tactic we believe, that will generate traffic on the tollroad.

The tollroad cannot compete with an upgraded Route 53 for two reasons: one, the tolls themselves, and two, the fact that the traffic on Route 53 is local.

We believe, and I want to state a final point, and that is to the proposed FAP 431 route. It will also take land, as we understand, from the Churchill Forest Preserve between Lombard and Glen Ellyn, thereby further reducing our open space.

We thank you for this opportunity to speak today.

Senator PERCY. I think we have here, Mr. Chairman, a demonstration of the desirability of having a hearing in the community.

All we had on record from the Village of Woodridge, your village, is a letter from the mayor, William F. Murphy, dated March 14, in which he says the village of Woodridge strongly supports S. 524 which you have introduced to permit construction of FAP 431.

The extensions of Illinois Route 53 from Army Trail Road to the Stevenson Expressway has long been an objective of the village of Woodridge.

On a most recent basis, at their March 10, 1983 meeting, again supported the concept of FAP 431 and specifically testified on March 24, which would authorize the comingling of Federal funds, if necessary, to allow the construction.

The village of Woodridge supports the proposed legislation and urges you to continue efforts to instigate that.

That conflicts with certain statements you have said here. Your elected officials and the board saying one thing, and then a group of homeowners saying another. That's not unusual for us to find conflicting testimony in cases like that.

Mr. Chairman?

Senator SYMMS. Thank you.

Ms. STOVALL. May I say first, that this letter that you received of written testimony from Mayor Murphy is as a citizen, as well as a mayor, which was submitted for written testimony to Nadine Hamilton and we have another one of our village trustees here today, Miss Joan Newman, who also is opposed to this.

Senator SYMMS. I think next is Mr. Ross Clark, a botanist.

While you're getting ready, Ross, I might make an observation. As chairman of this subcommittee, I have always managed to stay out of the conflicts, and I had one of these happen in the State of Idaho last year on the repavement of Interstate 9 as it went through Wallace, Idaho.

Half of my community was on one side of the interstate and half of the community was on the other side. They asked me how I was supporting it, and I just said that I'm supporting my friends' half of which are on the interstate side of the issue.

We do leave these things to the State. As far as we're concerned on the committee, the ultimate decision will be made here by you people, and we do appreciate hearing from you and having it as part of the record.

But, if this provision in the law would give Illinois the right to do it, then you would need to continue to focus your citizen efforts on your State and local officials, so that everybody has the opportunity to know as interested in the community.

But, we will not, as long as I am chairman of this subcommittee, ever gets involved in the decisionmaking that the States should properly make. I want to make that very clear.

So, Mr. Clark, go right ahead now.

STATEMENT OF ROSS CLARK, CURATOR OF EDUCATION, MORTON ARBORETUM

Dr. **Clark**. Thank you.

My name is Dr. Ross Clark. I am employed as the curator of education in the Morton Arboretum.

This is not an official statement from the Morton Arboretum, and does not necessarily represent the position of the arboretum or its other employees.

I want to thank all of you for providing this opportunity for me to come here. I feel very fortunate to be one of the few who have been given the opportunity to speak.

That being the case, I formally request that the official record of this hearing be held open for 60 days to allow further input from the public.

Senator **Symms**. The record will be kept open—I will announce it—for 30 days from today, which is procedure that we normally follow. It will be kept open for 30 days for those people who wish to send testimony.

And I might also say that there may be people here that will want to make addendums to their testimony, and we would accept those, also, if they wish to make a comment or a rebuttal about something else that wasn't said here.

Dr. **Clark**. Thank you, Mr. Symms.

I believe my statement reflects the feelings of many people who have an interest in the arboretum.

As further prefaced in my comments, I might say that I was personally very appreciative of John Karmer's promise this morning of the arboretum, but I frankly don't see any way to——

Each year thousands of people have come to the arboretum, seeking relief from the pressures of urban life.

The arboretum's diverse landscapes are a strong statement of how the natural world and human influence can be integrated harmoniously.

Farther afield, the arboretum's east woods are an excellent example of how natural systems once touhed by humans can recover if their basic integrity has been left intact.

Annually, about 5,000 adults and over 20,000 children enroll in structured educational activities in the arboretum, and many more visit for informal educational purposes.

After they come, we frequently hear from them that they are grateful to us for reminding them that ecologically nonviolent lifestyles are possible.

The death of landscape to which this urban area testifies seems to weigh on them most of the time, and they apparently welcome being reassured that there is more to life than what the urban environment subjects them to.

We as humans did not come into being, and our underlying psychological and physical needs did not evolve in urban landscapes. These surroundings are basically alien and threatening to our individual and collective health.

Only about 15,000 of our 2.5-million years as humans (about one-half of 1 percent) have been spent in permanent settlements.

We have shaped in harmony with the natural world, and must preserve our connections with it in order to maintain collective sanity.

Humans are adaptable, but most of us merely cope with the urban environment, rather than feeling at one with it. We still seek the lakeshore, the sunsets, the open space in which to relax. This is a basic and compelling reason that people need the arboretum.

If FAP 431 is built, whether as a freeway or toll road, the arboretum's ability to ameliorate urban life and put people back into intelligent touch with their environment will be severely impaired.

Already, our ability to teach effectively on the arboretum grounds has been severely affected in many areas by noise from airplanes overhead and traffic noise from Illinois Highway 53 and the East-West Tollway.

If FAP 431 is completed as currently routed, our finest areas in the arboretum's east woods will be subjected to a continual onslaught of high noise levels, greatly diminishing their value as teaching areas and as safety valves for those seeking urban escape.

Through the 40-year history of education at the arboretum, some of the finest minds in ecological thinking on this continent have been stimulated and inspired.

If FAP 431 is built as now routed, it may be impossible to continue some activities by nationally recognized educational programs.

Our directives are to the quality of the east woods. Long term will undoubtedly give us new insights and ecology of new growth in our region.

Higher, continuous levels of noise, air pollution, toxic runoffs, and spray will probably destroy the value of the woodlands.

Contrary to Mr. Kramer's promise, I don't see any way these things can be prevented. Once a natural air has been destroyed, there is no way to bring it back.

Once a unique educational and social resource such as the arboretum has been swallowed up and subjected to intolerable pollutant levels, it can no longer function as an effective oasis.

Is there is no limit to which we are willing to go in destroying scarce and irreplaceable resources, and replacing them with common, destructive, and unnecessary monuments to technology?

We live in a technological age which we have spawned, but it is not our mother, but the Earth on which we draw basic sustenance.

Please permit us to continue to use what very little is left in our area for the good of society in general.

For these reasons, FAP 431 should not be built in its presently planned location, no matter who is willing to pay for it. Thank you.

Senator SYMMS. Thank you.

I would like to thank all the members of the panel.

Are there any questions from Senator Percy, or the Congressmen?

Senator PERCY. I would just like to say, in 17 years in the Senate, that's one of the more informative statements that I've heard, and I thank you very much for it.

Senator SYMMS. I thank all of you very much. We do appreciate your testimony and we certainly will add it to our record.

Panel No. 7 is Hon. George Pott, Pennsylvania State Representative; Mr. Jack I. Greenblat, chairman of the Pennsylvania Turnpike Commission, and Mr. Gayle Franzen, executive director of the Illinois Tollway Authority.

STATEMENT OF ROBERT LOWE, GOVERNOR'S TOLL ROAD TASK FORCE, COMMONWEALTH OF PENNSYLVANIA

Mr. LOWE. My name is Bob Lowe. I am representing George Potts, who is unable to be with you today due to the Commonwealth of Pennsylvania's budget deliberations. He asked me to fly out at last minute's notice to present some thoughts from the toll road task force, which is led by the Honorable Governor Thornburgh, with regard to Senate bill 524.

Obviously the testimony that you have been hearing today has dealt a great deal with a particular controversy of a particular road.

We are, of course, concerned, instead, with the conditions that exist throughout the Commonwealth of Pennsylvania and I'm sure in many other States, as well.

I have submitted both written testimony, and a copy of a draft summary of a toll road feasibility study which is being conducted in the Commonwealth.

Senator SYMMS. Your entire statement will be made part of our record. We will examine the draft report.

Mr. LOWE. I will skim through with just a few thoughts, if I may, Mr. Chairman.

Of course, Pennsylvania, like most other States, faces a critical financial situation, and there is no need to reiterate that problem.

Traditional State highway revenue sources, that is, liquid fuel taxes and motor vehicle registration fees, have not kept pace with highway maintenance and capital construction costs.

And obviously, with the increases and expenditures for maintenance, we have fewer dollars for new construction and reconstruction projects.

Inflation, as you all know, has also resulted in increased highway construction costs; over 120 percent during the last 10 years.

Thus, we face a multibillion dollar need with respect to repairing and replacing deficient bridges, improving existing highways, and constructing new highways, including the missing links of our Interstate Highway System.

Part of the testimony outlines the dire straits that the Commonwealth of Pennsylvania finds itself in.

We have passed various acts in the legislature that the Commonwealth increased various taxes and license fees, axel taxes, and so forth, to try to meet the obligations. But, it simply is not enough. We have to find new and innovative methods of financing the construction of the highways.

And it was in part for that reason that the Governor appointed this toll road task force, consisting of 11 citizens across the State, including 2 representatives, and chaired by Representative George Pott, to evaluate the toll road feasibility, whether it is both desirable and feasible.

Our study is not near complete. We have hearings to go through yet in the months of July and August, and it indicates, in our opinion, that toll financing can, in part, meet the needs of the Commonwealth. However, it cannot do it alone.

We believe that it would be desirable for the commingling of both Federal and State, and in some instances, local funds for the construction of some very, very desperately needed expressways in Pennsylvania.

We have portions of the State, especially the area I come from, that's the valley of southwestern Pennsylvania where we have an unemployment rate in the neighborhood of 27 percent.

This cannot be addressed by any other type of Federal or State jobs program unless we have the accessibility into and out of that area to provide truck access for factories, warehouses and so forth, to move into our area.

The task force was to concentrate on a system that would meet certain needs of the traveling public, and as I said, also deal with resource development; deal with the environment; deal with the creation of jobs.

We would like to present at the completion of our hearings a finalized report to your fine panel at a later date. We will send that along, with your permission.

Senator SYMMS. We look forward to that.

Mr. LOWE. I think in conclusion, that what we are saying in the Commonwealth of Pennsylvania is we are not talking about whether or not we should have toll roads or free roads.

It's down to the point that there is no such thing as a free road.

In discussing whether we should have toll roads or no roads, the option there, no roads is just not acceptable, or the State to continue to have the ongoing chronic high unemployment and other problems; wasted gasoline, safety problems; that motorists are forced to use inadequately constructed roads, or roads that were constructed years ago and cannot meet the needs of today's motorists or today's trucks.

The benefit, as we see it, of the Federal Government obviously is to use that which we commented on this morning.

We believe that the Commonwealth of Pennsylvania people have demonstrated, through the Pennsylvania Turnpike, which is one of the finest toll roads in the United States. We have an excellent turnpike there that is user-paid and it is very well used and appreciated by the people.

We are simply stating now that more additional roads need to be built. They cannot be built strictly with toll financing, because of the increased costs.

Therefore, we are in support of the legislation that will permit the commingling of funds, State, Federal, and local funds, for the development of these badly needed highways.

And we would ask that the legislation as it is presented, the Senate bill as presented, would include the Commonwealth of Pennsylvania, to give us the same opportunity that Illinois is requesting in its legislation.

Senator SYMMS. Thank you very much.

Mr. Greenblat?

STATEMENT OF JACK I. GREENBLAT, CHAIRMAN, PENNSYLVANIA TURNPIKE COMMISSION

Mr. GREENBLAT. Thank you very much.

I will add here my written testimony, since Mr. Lowe has spoken my words. I think I don't need to express any further discussion, except to tell you, if I may, Senator, that I have worked very closely with the State of Illinois with its current toll pike authorities, with toll pike authorities throughout the United States and Europe, and find the necessity of developing pay-as-you-go toll roads, and I think you will find that the United States would lag behind.

The world is a toll road development, and toll road development should be as it is throughout all of Western Europe, and unless we move in that of direction; unless we have new and innovative financing—I have discussed it in my report.

Senator SYMMS. Your entire statement will be made part of the record.

Thank you very much, and I will have a couple of questions for all of you.

What you two gentlemen from Pennsylvania are telling us is that you want to participate in the legislation that says Illinois and——

Mr. GREENBLAT. Absolutely.

Senator SYMMS. I understand. Thank you.

Mr. Gayle Franzen from the Illinois Tollway Authority.

STATEMENT OF GAYLE M. FRANZEN, EXECUTIVE DIRECTOR, ILLINOIS STATE TOLL HIGHWAY AUTHORITY

Mr. FRANZEN. Thank you.

It may be appropriate to say that the Illinois Toll Highway Authority has played a small role in whether or not this project goes.

I think it important to indicate to the panel that the toll highway authority is here today and is participating in a feasibility study at the request of the Illinois Department of Transportation when it became painfully obvious to them that there was no alternative to expanding FAP 431, at which time they requested the tollway authority to become involved in seeking alternatives.

The board of directors of the highway authority would like to point out that we are simply here to try to assist the Illinois Department of Transportation in seeking alternatives.

During the past 20 years, transportation-minded States have had the luxury of 90–10 dollars to build and maintain highway systems. As these dollars began to shrink while costs continued to escalate, these same States have had to search for additional creative means of adding to their total transportation dollars.

The Illinois Department of Transportation, as I said, asked the Illinois Tollway Authority to assist them in undertaking a feasibility study to explore all options for potential highway funding.

The purpose of the study was, I would say, basically based upon several factors.

No. 1, was with very few exceptions, toll highways and bridges are some of this Nation's most successful transportation systems.

I think there are very few of us sitting in this room that can name more than one or two toll facilities that are unsuccessful and/or in very bad condition.

No. 2, toll highway systems are generally self-supporting entities, as was said this morning. That is, once constructed and operating, traditional transportation concerns of service, maintenance, and operations are removed from the State's budgetary cycle.

No. 3, toll highway systems are the epitome of "user fee" programs. Paying a toll is a statement by the user that this is the most economical and convenient route.

No. 4, if implementable, the toll highway concept provides a "safety valve" for the funding of high demand corridors in the heavy competitive atmosphere of tax-based highway funding.

No. 5, most importantly, transportation officials around the country are beginning to recognize that toll roads can become very attractive alternatives, additions or options to much larger transportation planning needs.

I don't think any of us sitting at this table would begin to possibly suggest that toll roads are the answer. We are simply suggesting that toll roads can be another alternative to a major transportation concern.

When combining revenue bond dollars with State equity contributions, many large road projects such as FAP 431 or 426 would require as little as 25 percent Federal funding to cause financial feasibility. Let me repeat that. Would require as little as 25 percent Federal funding to cause financial feasibility; not 90–10.

The construction of toll roads through the pooling of dollars in many cases literally gives the State and Federal governments the ability to match dollar-for-dollar, not 90–10.

Toll financing is not the only answer, as I just said. It can fill certain major gaps in local or required highway systems, and it can create new Government assets without burdening the taxpayer.

We at the Illinois State Toll Highway Authority are not asking that you provide more Federal dollars for Illinois; although, I'm sure Secretary Kramer would be more than happy to accept more.

We are simply asking that you give us the ability to add one more option or flexible alternative to the State of Illinois, if they so choose.

I firmly believe that toll roads are not a small part of the past. In the contrary, I firmly believe the toll roads are very much an integral part of the future.

Thank you again for giving us, the Illinois Toll Highway Authority, the opportunity that so many of us at the table right here have wanted for so long; the opportunity to be here by a Congressional delegation such as yourselves.

Thank you.

Senator **Symms**. Thank you all very much.

One question that I would like to ask, and maybe you can just try to give a very brief answer, but what types of highway users are primarily served by toll roads? Has there ever been a study on that?

Mr. **Franzen**. Well, to answer that question, sir, really, it depends. But, Illinois, in the particular case, we are almost 75 percent commuter traffic, daily regular users.

I think Chairman Greenblat's tolls would be somewhat lower than that.

Ms. **Greenblat**. Yes. And there are two different types of roads.

We are concerned about the same type of development that Illinois has. If we do have the type of highway system toll roads through Philadelphia as you do around Chicago, I assure you, Philadelphia would be No. 2 in population. The same would be true at this point.

The eastern part of the United States, like other areas, are really dying for the lack of transportation. Not interstate highways.

We are asking, as he said, support money to develop special highways that interstate money will not develop.

Our toll road system is the most profitable toll road in the world, I'm very proud to say, and returns a great deal of money to the State.

We do need to develop other highways, and we do need not 90–10 support, but we need the financing concept that we put State, national and local money together and subsidize a 40 percent toll. We could build roads that develop the undeveloped areas.

Senator **Symms**. Well, I thank you very much.

What impact does a toll road have, on low-income workers? In other words, a guy who drives to work; he is a low-income worker, and has to pay that toll every time.

Mr. **Greenblat**. First of all, I want to say that no one should have a selection of whether to pay a toll or not to pay a toll. That should be common.

However, I don't think it really does develop that type of effect.

We raised our rates in 1978 because of the need in developed highway systems and anticipated a drop in traffic. It never developed. We had an increase in traffic from that time on.

The citizens of Pennsylvania, through a series of studies, have requested that this toll road be completed through an Interstate System.

Senator **Symms**. Are you telling me that if you had the same, similar type of transportation system that Chicago has developed, Philadelphia, would be much bigger?

Mr. **Greenblat**. Much bigger, much more successful, and a much more developing city.

Mr. **Franzen**. Senator, I might add, there is one real strong detrimental statement; that toll roads drive away traffic, or people don't use them because they are toll roads.

I would simply say that is a mythical statement, not based on facts at all. And if anyone said that, I would ask those not familiar with this area to ride the East-West Tollway, which has now been termed second only to California in high-tech development.

The North-West Tollway has has an unbelievable explosive growth over the last 2 years. And those have been toll roads over the last 25 years.

I would venture to say that the toll road has not stopped economic growth development.

Mr. **Lowe**. Two more comments, Senator Percy.

One being that the roads in our study, are existing roads which will remain available free for use, for anybody that wants to risk their life and ride on them.

Second, it is our contention that there is no such thing as a free road, and the roads that we have to put up with, especially in southwestern Pennsylvania where I am from, have taken a tremendous toll in the loss of lives; have taken a tremendous toll in injuries; in loss of jobs to families and so forth, because people have been forced to lose their homes because of lack of employment.

So, when we are talking about toll roads, there is a different toll concept to take. That's the socio-economic impact that the lack of these job opportunities have on our people. The indications in our study thus far is that there would be strong support indicated from those who perhaps would not want to use the toll road; certainly would have the other roads maintained by the State and certainly would have them maintained better; upgrading the new constructed toll roads and utilizing the funds, and of course, there would be less traffic on those roads and there would be less wear and tear on them and so, perhaps you could make those other access routes.

Mr. **Greenblat**. Senator, just one more thing.

I spoke to Secretary Barnhart and Secretary Rosewood and also, the Director of Highway, 5 years ago concerning this type of development that you are now going through.

At that time Secretary Barnhart said this is one hell of an idea, a great idea. But, do you want to do something that will take 10 years to progress?

You have now come that 10 years, really, in about 3½ years.

I think, Senator, Percy, you are to be commmended for at least looking ahead and I think helping the development of really a sick eastern part of the country.

Senator **Percy**. Thank you.

Senator **Symms**. Well, thank you very much.

I might just say, it's highly appropriate that this idea be examined in the State of Illinois. Dr. Friedman coined the phrase as "their ain't no such thing as a free lunch". That has become widely shared around the world, and that certainly could be applied to roads.

But, I asked a question earlier this morning about modern technology. Has there been anything developing in terms of technology, where it will be possible for regular commuters who are frequent users of the road to set up some kind of a system where they can shoot through a couple of lanes and just drive on through and send a bill in once a month?

Mr. **Franzen**. Both of us are going through that very issue.

Pennsylvania made a contract about a year ago to dramatically upgrade their technology, and Illinois is in that process right now.

Again, you have to look at different roads. Pennsylvania is not a commuter road; we are. Pennsylvania has a ticket system; we have a coin-drop in the basket, or a collector system.

There is no fashionable alternative to moving traffic than the one that Illinois has, because of the high volume of traffic.

We do, in our busiest plaza, 15,000 vehicles a day. In processing vehicles, we know no system faster than that, other than giving passes to people.

But, we have not found the technology for going slowly or fast through a toll booth without stopping and giving a charge card and/or a coin of some sort.

But, there is, yes, advanced technology, but most of it is for those systems like Mr. Greenblat's that do not have the volume traffic in a communter road like ours does.

Senator **Symms**. Thank you very much.

Senator Percy?

Senator **Percy**. Just a short statement.

Inasmuch as we have lower interest rates now, and so forth, would the feasibility of FAP 431 being constructed solely for toll revenues be somewhat——

Mr. **Franzen**. Well, obviously, Senator, the lower interest rates in our marketing, the closer to feasibility you come.

However, I think the latest statements by our financial advisers were that the interest rates would have to go somewhere down to 4 or 5 percent before this new FAP 431 can stand on its own.

So, I don't think any of us have that belief that that's going to happen. So, without that, we know this kind of road cannot stay unless there is Federal assistance.

Mr. **Greenblat**. The task force that you're talking about, $4.5 million of roadway development by 1990. We are looking from our own viewpoint of about $2.5 million worth.

We feel the current turnpike, as well as the new system, could handle on its own 40 percent of the entire cost.

We are also discussing one other thing, Senators. We feel that there would be a payback both to the State and to the Federal Government. That's an essential part of the Pennsylvania Turnpike program.

We have discussed this lightly here, we don't want to take your time.

Senator **Symms**. Thank you.

Congressman Hyde?

Congressman **Hyde**. Well, very briefly to Mr. Franzen.

I have studied the statement of the Chicago Motor Club Triple A, and they are not very enthusiastic about toll roads, and they make some good points. Wasting of resources; inaccessibility; the cost of the collection, and inequitable nature of paying. Really, toll road users pay more than three times as much as non-toll road users.

Bearing all of this in mind, and anticipating modestly what the returns will be from the new increased highway taxes that were passed by the Legislature, is it still your feeling that it's a question of toll road or no road?

Mr. **Franzen**. Well, I am probably the last person, or the worst person you should ask that question, Congressman, because I think that's a question exclusively in the province of Secretary Kramer.

Congressman HYDE. Yes, probably so, and I apologize asking it of you. It's just that I finished the statement of the Motor Club, and you were——

Mr. FRANZEN. I would remind the Chicago Motor Club that the Illinois Tollway is the safest road in the United States of America. We have the lowest fatality rate of any toll road in the United States, period.

That doesn't come by accident. That comes by design and by work.

And I know that the Motor Club is always very concerned about insisting that their people use not only those convenient, but also the safest, most economical roads.

So, I would remind them that there are some paybacks to their members.

Congressman HYDE. That's interesting and I haven't known that.

Is there a reason why a toll road is safer than a non-toll road?

Mr. FRANZEN. Well, for the most part, toll roads, and forgive me for saying this, but toll roads have not labored under the Federal guidelines issue. Toll roads have been able to go out and design a road, sometimes after Federal standards and sometimes before.

A classic example of that is the Illinois Tollway, if you notice, most of the Illinois Tollway is lined down the middle with a concrete wall. That was a toll road innnovation, not only in Illinois. I think it was in New Jersey, as a matter of fact. But, that was a toll road innovation that came later.

That fact alone has eliminated dramatically death on the highways, preventing head-on collisions; preventing a car from going on the opposing lane or oncoming lane, and keeps them in the median.

That one standard, alone, toll roads outdid long before. It was a good idea.

Congressman HYDE. But, if there is commingling, then you will lose that autonomy and you will be subject to regressive Federal guidelines.

Mr. GREENBLAT. This is probably the hottest debated issue in the International Bridge and Turnpike Association, of which I am the Director, in that there are an awful lot of people, including myself, to be frank about it, who really don't want Federal taint in toll roads, because I think toll roads have been successful for a large part, autonomous from that process.

However, at some point in time, you have to weigh the greater value, which is expanding your transportation dollars for your needs.

And some of us, I think, are saying the need is greater than what you have to go through.

The entire problems of the toll road are in discussion in the national organization and are being rediscussed and redefined, and you will probably see some changes.

Congressman HYDE. Thank you.

Senator SYMMS. George?

Congressman O'BRIEN. No questions, Steve.

Senator SYMMS. Thank you all very much.

Our next witness is Prof. Steven Rock. Professor Rock, your statement will be made a part of the record.

Welcome to the committee.

STATEMENT OF PROF. STEVEN M. ROCK, ASSOCIATE PROFESSOR OF ECONOMICS, ILLINOIS INSTITUTE OF TECHNOLOGY

Professor ROCK. I appreciate the opportunity to testify on Senate bill 524.

I would like to summarize my remarks. First, of the advantages and disadavantages of toll financing from the economic perspective.

Under the general heading of public finance, there are two major philosophies for funding governmental expenditures. The goal of each is to assure that the tax burden is shared equitably.

The first is to tax individuals in accordance with their ability to pay. This is applied through an income tax, for example.

The second is to tax on the basis of benefits received. The latter philosophy seems to be the dominant one in highway finance. This requires that benefits be imputed to particular individuals, who are then charged accordingly.

Historically, three methods of financing highways have been used; general taxation, user charges and tolls. These are consistent with benefit taxation, by linking the functions of a particular road with the beneficiaries. These functions include access to land, public service provision (facilitating local production, marketing, education, social, safety, and related activities) and long-distance mobility.

To the extent that a particular road will provide the first two functions, the major beneficiaries are residents of the local community.

Under the benefit principle, such roads are properly financed through general taxes, property taxes.

To the extent a highway provides longer distance mobility, and therefore less specific benefit to residents, user charges (such as a motor fuel tax, where taxes paid would increase as usage increases) would be appropriate.

Unfortunately, to complicate matters, the application of these ideas is difficult. This is due to the fact that most roads perform all three functions at least to some extent.

Toll financing, which is a specific form of user charges, has not been used extensively in recent years.

There are a number of concerns in toll road financing. First is a restricted access and collection costs; such roads have minimal usefulness as local and public service function roads.

Second, areas with low density traffic, toll financing will not collect enough funds to be viable.

Third, toll roads are more expensive than equivalent free roads. This is due to interest rates that will be paid on the toll authority bonds versus no interest cost if financed out of existing trust funds, or lower interest rates, if a State borrows on its own credit, and the cost of collection.

Fourth, if the toll road runs into financial problems, certain groups, such as bondholders, general taxpayers, if the bonds are guaranteed by the State or additional funds are necessary, can be burdened.

The final objection to toll roads is the history of public and legislative support for free roads. This has been particularly true since the establishment of the interstate highway program after 1956, which discouraged further interest in toll roads, because the same quality roads could be built with up to 90-percent Federal financing through the highway trust fund.

On the advantages, the major usage of toll road construction boomed. This was especially true after World War II.

Next, the toll road is a direct form of the benefit tax; a gas tax and license fee tax.

Finally, in the context of the 1980's, a benefit to toll financing concerns the changing philosophy of the role of Government and the resulting reduction in the growth of Federal spending.

Toll financing involves more reliance on the free market, with funds coming from the private sector. It clearly would allow for more construction than otherwise.

Turning now to the equity issues, the choice of a mechanism for financing a road also has implications for the burden of who pays. That is, the choice of a general levy, such as a property tax, will affect a different group of individuals from a motor fuel tax or a toll. Choice of a funding mechanism may therefore have equity implications as well.

A number of potential funding alternatives can be examined and compared as to equity.

One way to measure burden is to look at incidence, or how tax payments vary as a percentage of income for families.

Based on the most recent Consumer Expenditure Survey of the Bureau of Labor Statistics, the following options can be compared: General taxes (income tax, sales tax); user charges, (motor fuel tax, vehicle registration fee), and tolls.

The comparison technique is to see how tax payments vary with income.

Based on a nationwide scale of income in the family, as described in more detail in my written remarks, tax payments are ranked by income, from the 10 percent of families with the lowest income, (decile 1) to the 10 percent with the highest income (decile 10).

It is seen that Federal income taxes paid as a percentage of income vary from a 3.3 percent for a decile 1 family to 16.0 percent for a decile 10 family.

A clearer way of comparing the results is to compute relative burden. This assigns a value of 1.0 to the percentage of tax paid by a decile 10 family and scales the other deciles accordingly.

Depending on whether the numbers rise or fall as income increases, a tax can be classified as progressive or regressive.

A progressive result, such as the income tax, places a lower percentage of income burden on the poor than on the rich. A regressive tax has exactly the opposite implication; such as sales tax, motor fuel tax, vehicle registration fee. A levy with no particular trend (tolls) is said to be proportional.

Compared to a motor fuel, vehicle registration or sales tax, a toll appears less regressive. This carries the connotation of being preferable to lower income groups.

Relative to an income tax, tolls seem more regressive. Property taxes, due to uncertainty about who ultimately pays, are not explicitly compared.

In conclusion, consideration of toll financing should include an analysis of road function, whether funds would be available in alternative ways, differences in costs and benefits relative to alternatives, as well as changes in the distribution of income.

Thank you.

Senator SYMMS. Thank you very much.

Now we have Professor Pagano.

STATEMENT OF PROF. ANTHONY M. PAGANO, COLLEGE OF BUSINESS ADMINISTRATION, UNIVERSITY OF ILLINOIS

Professor PAGANO. Thank you.

I am also an economist. In my testimony, I would like to just briefly outline what I see as the major advantages and disadvantages to the use of toll financing of Federal-aid highways in general.

On the advantage side, I see a toll road today has a mechanism to provide a source of revenues financed through highway construction. Toll road financing can be an important source of revenue for new highways. Even though the highway system in the United States is quite ubiquitous, many unfunded needs are present.

Second, toll road financing allows users of highways to pay a greater portion of the cost.

If a highway facility does not generate enough tax revenue through use to cover construction, maintenance, and operational expenses, then it may be partially subsidized by users of other facilities.

This internal cross subsidy occurs frequently, especially from urban to rural areas.

Toll road financing of Federal-aid highways can be used to make roads truly self-financing, and reduce subsidies, both from nonuser revenue sources and from users of highways in different areas.

Third, it avoids double payment of user charges by toll road users.

Users of toll road facilities pay a Federal gasoline or diesel fuel tax for each gallon of fuel consumed while using the road. This tax is paid in addition to the toll.

However, users of these facilities receive no benefit from these tax payments while using the toll road.

By permitting Federal aid to toll financed facilities, such double user charges would be avoided.

Fourth, it increases the potential user benefits from premium quality toll facilities.

Some highway users are willing to pay a larger user charge in order to be able to use a higher quality road.

If tolls were permitted on some Federal-aid highways, the tolls could be used to provide a premium quality facility over and above the quality of service available on other Federal-aid highways. Such premium quality facilities could yield substantial benefits to users of these facilities.

Fifth, toll road financing could also be used to construct special purpose highways.

For example, special industrial highways could be built which are designed to withstand the punishment from larger and heavier trucks.

The trucks could be assessed a toll sufficient to recover all of the additional costs associated with constructing such a special use facility.

Sixth, it provides a mechanism for congestion pricing of urban expressways.

During the peak periods, urban highways are rationed by time rather than by price. That is, the available expressway capacity is allocated to those motorists willing to sustain the delays associated with rush hour congestion.

One technique to alleviate congestion is congestion pricing in which a toll is assessed in order to travel during peak periods.

Allowing tolls on Federal-aid highways provides a collection mechanism for those urban areas interested in practicing congestion pricing.

Seventh, toll financing can result in energy conservation.

If toll financing is coupled with congestion changes, then rationing highway space on the basis of price rather than time can lead to less congestion and thus, greater fuel efficiency on the highways.

Finally, toll financing adds the discipline of the marketplace to public highway investment decisions.

Toll financing of Federal-aid highways results in at least a partial market test for highway investment decisions.

If investments are paid for in part through tolls, then a more careful screening of potential projects may result.

Really bad investments which may not generate sufficient revenues to pay for the costs associated with a highway may be less likely to be funded.

Toll road financing, however, is not without disadvantages.

First of all, it will not necessarily solve the problem of deterioration of our existing highway system.

The steady erosion of the highway system will not be alleviated through toll financing of new highways especially as proposed in this bill before this committee.

Toll financing can be used to repair the highway system only if it is allowed on the existing Federal-aid system, and not restricted to new highways only.

Second, toll financing can result in increased costs to highway users.

There are two types of costs which would increase if toll financing were adopted. Establishment of a public authority to operate a toll road would necessitate a bureaucracy and consequent administration costs associated with it.

Third, there are costs associated with toll collection. Personnel must be hired to collect the tolls.

In addition, highway users suffer delay costs as they wait to pay tolls.

Toll financing can also lead to increased congestion.

In some situations, in order to avoid tolls, motorists may try to circumvent the toll facility. This is especially true if tolls are collected on limited-access facilities, as in Illinois.

This can result in congestion on the roads in the vicinity of toll plazas.

Once established, toll facilities seem to live on forever. Even if bonds are about to be paid off, new projects always seem to come along to keep the public authority in business. This is because the toll administration and staff have a vested interest in continuing operations forever.

Unnecessary improvements may be instituted, resulting in increased costs to road users.

Although an exact determination requires a careful quantitative analysis, it is my opinion that the advantages of toll financing of Federal-aid highways far outweigh the disadvantages.

No public policy is without disadvantages. Toll financing is no exception. However, if carefully administered and controlled, I believe that toll financing is a good way of assuring adequate revenues for the highway system.

The term "freeway" is a misnomer. No roads are truly free, they are paid by someone. The question is not whether roads will be free, but rather, who pays and how payment should be made.

Toll financing is a logical way of paying for the highway system.

Senator **Symms**. Thank you very much for a very excellent statement.

I noticed on the second page of your statement you made the comment about the subsidy from urban to rural with respect to the roads.

I might just make a statement on that. Dr. Rombard from New York University, I believe it is, in his book for new liberty has a chapter on toll road financing and much of it would, from a factor standpoint, would agree with what was pointed out to the committee.

However, he did make an observation that because of the rush hour traffic, that we overbuild the interstates around the cities so that in fact, rural America has been subsidizing urban America to build all these freeways that sit empty several hours a day.

Would you want to comment on that?

Professor **Pagano**. There have been several studies concerning tax revenues raised in urban areas and tax revenues raised in rural areas, and generally what has been found is there is now net outflows of revenues from—if you take revenues minus the costs of maintaining and constructing the highway system in both areas, generally, the revenues exceed costs in urban areas and there are less costs in rural area.

The reason for that is exactly the point, the rush hour congestion. What happens is tremendous amounts of gasoline are burned up in rush hour congestion and consequently, revenues from the urban areas increase.

So, I would disagree with the statement.

Senator **Symms**. Well, take a State like Montana. They have some 1,300 miles of interstate to maintain, with a population of 750,000 people. But, they have a lot of other reasons why it benefits the Nation to have a good road system that goes through Montana, for commercial events and other things.

So, they have been a receiver of more Federal dollars than they put in.

One of the things that I see as an advantage to the toll roads around the city is that prices could vary with the time of day.

Professor **Pagano**. I mentioned congestion pricing. That's the technique we are referring to, Senator.

If we had toll facilities in urban areas, this would provide a mechanism for collecting tolls during the rush hour periods.

And if you add some additional features, such as increased public transit, also maybe toll discounts for carpools and van pools, I think that the net result would be a diminishing of congestion in urban areas.

Senator **Symms**. Well, I'm not sure whether Dr. Rombard goes that far in his book, but it's been suggested that the most efficient way to operate the entire highway system is to make the whole thing a toll system.

Would you go as far as to advocate that, either one of you?

Professor **Pagano**. I would advocate, No. 1, that it should be up to the individual States to decide whether they would like to oppose tolls on a freeway system.

However, I do believe that it should be available, that all Federal-aid highways should be at the option of the State, if they would like to apply; especially the Interstate System. They should be allowed to do so.

Senator **Symms**. Well, from a market standpoint and a philosophical standpoint, I can't argue with you, because I basically believe in the market system and the volunteer action of the marketplace.

But, when President Eisenhower started the Interstate System in the late 1950's—and I think it's interesting that President Reagan gave the push to continue to keep strong interest in it—part of the reason is for a National Interstate and Defense Highway System.

So that we do have not only that, but all the products that are produced in the rural States in the West and the South going into the manufacturing areas of the North and the East. And so, we have a good transportation system from a commercial standpoint.

There would be disadvantages, I think, if we got entirely tied up with a toll system.

From an equity standpoint, an example of the problem we have not in trying to assess trucks a fair share without completely dislocating the economic system that we now have in the various grades for trucks. I would think that a toll system would be a much more equitable way; for so many feet and so many tons, and you pay it and you drive on down the road. Just pay it as you use it.

Senator Percy, I think, if I am correct, at least didn't you study under Dr. Friedman at the University of Chicago?

Senator **Percy**. I did.

Senator **Symms**. So, this is your baby here.

I am sure Dr. Friedman would say there is no such thing as a free road.

Senator **Percy**. I just have one question. If you want to differentiate between a user fee imposed at one point and a user fee imposed as a toll on an entrance ramp, then you take a small State like Rhode Island, with one congressional district, and you drive across it pretty fast, a State such as Rhode Island is really just another form of a toll.

Professor **Rock**. Well, a toll is a very direct user charge. Gasoline tax bears some relationship, but it's not a perfect correlation.

Different cars get different gas mileage and also put different demands on the highways as far as where they are.

Professor **Pagano**. I agree with Steve. I think that the tolls are a much more direct way of paying for a road.

You pay for the use of a specific facility, when you pay through the gasoline tax, it's just paying for any facility at all. There is no linkage between what facility you use and you are paying for.

Senator **Percy**. Thank you very much.

Mr. Chairman, I would just like to reiterate while some of our audience is still here and a few members of the media, just remind everyone that the legislation that we are considering here, put into the Senate by myself and Senator Dixon and the House by Congressmen O'Brien, Hyde, Corcoran, and others, did not mandate anything. All it opened up was options.

Homeowners are provided additional Federal protection if the legislation is adopted, because it would provide protection from the Federal Government and its environmental standards which is not available under the present bill.

And the responsibility of the State to plan, initiate, design, construct, and operate the roadway.

But, it simply makes that option available. It opens up more options that can be available to the county and to the State, but it doesn't mandate.

As Chairman Symms says, the local decision is a decision to be made by the State and by the communities working together. And I hope that that is very clear still, because in some of the testimony we have had, it seems as though they are addressing themselves to a bill that mandates that this road shall be built in a certain way, in a certain place. That is not the function.

We are just trying to open up options. If the State wants to go ahead with the community, make it available in a way as has been testified, that may be a better way to do it; less regressive, and certainly there is a definite end to it once the road has been paid for.

Thank you, Mr. Chairman.

Senator SYMMS. Thank you, Senator.

Congressman O'BRIEN. No questions.

Senator SYMMS. Thank you very much.

We appreciate your testimony; very enlightening, very interesting.

Now we will hear from the Chicago Motor Club, Triple A, Mr. Jerry Zienty, and Mr. Burness Melton, Chicago Metropolitan Committee, Illinois Highway Users Conference.

Gentlemen, please come forward, and welcome to the committee.

STATEMENT OF JERRY ZIENTY, CHICAGO MOTOR CLUB—AAA

Mr. ZIENTY. Good afternoon, Mr. Chairman, Senator Percy, and Congressman O'Brien.

We appreciate the opportunity to appear here today to express our views regarding Senate bill 524.

While the Triple A Chicago Motor Club agrees that certain new expressways or extensions are needed in Illinois, we are opposed to their establishment and financing as toll roads.

The club and the American Automobile Association for over 50 years have maintained a longstanding policy that all highways should be toll-free.

We believe that a modern toll-free highway system, properly designed to serve existing and future highway traffic needs, is of the utmost importance to our country's welfare and economic prosperity.

It is our position the toll roads are against the public interest because they are too costly; far beyond their basic constructions costs; are wasteful of resources; they create undesirable impediments to transportation, and they are unequitable.

While there are several factors that have a substantial impact, the most obvious factor is the necessity to build and staff toll collection facilities.

We suggest that in the case of projects such as the Elgin-O'Hare Expressway and the Route 53 extension, due to the population and heavy traffic in these areas, the cost of the collection facilities would be especially high. More points of access would be required than are generally found on tollways in more rural areas, and the size of the collection facilities would have to be substantial in order to accommodate the anticipated volume of traffic.

On the existing tollways in the Chicago area, at most toll collection areas there are 12 collection lanes in each direction. Even this number is inadequate during the rush-hour periods.

Staffing has to be provided around the clock, every day, and on Sundays and holidays.

And there are also needs for supervisors and accountants and special access must be provided to the various collection and administration facilities.

In addition to the collection booths on the facilities themselves, there are other administrative, service, and maintenance facilities that are required. These facilities are substantially beyond those required for an ordinary, limited-access expressway.

Additionally, toll roads are normally financed by revenue bonds, not general obligation bonds. The revenue bonds carry a higher interest rate because they are considered by the investing community to be less secure.

In a study made by the Triple A which compared the financing costs of facilities with either guaranteed or general obligation bonds, it was found that, overall, the financing of toll roads with nonguaranteed revenue bonds was nearly 50 percent more than the nontoll facilities.

We feel the toll roads are wasteful of resources because of the need to prevent access or egress where toll collection facilities are not provided.

Because toll collection facilities and manpower are costly, the number of interchanges with other roads must be limited.

For example, on the eastern end of the Northwest Tollway, there is no exit eastbound between Route 53 and Cumberland Avenue, which is a distance of approximately 10 miles. Much of this portion is either within or adjacent to fairly heavily populated suburban areas and crosses a number of thoroughfares.

While there are several places to get on between these points, you cannot get off at any of the major thoroughfares between Route 53 and Cumberland Avenue.

Once you get off the tollway and continue on the Kennedy Expressway, there are numerous entrance and exit ramps, and it makes it more useful and relieves traffic on local streets.

Toll roads are also wasteful because of their tendency to self-perpetuation. When toll roads are first proposed, the public is invariably assured that they would eventually be made toll free. Historically, this seldom occurs.

At one time, it was predicted that the Illinois tollway system could be paid off as early as 1978. That was, however, before the East-West extension from Aurora was added.

Now it is expected that it will be well into the 21st century before the toll road will be made toll free.

Toll roads also create impediments to traffic.

As noted, fewer access and exit ramps are typically provided on toll roads because of the need to collect tolls, making them less convenient. Drivers often are forced to follow circuitous, round about routes to get onto a toll road or to get from a toll road exit to their ultimate destinations.

The toll facilities can themselves be a serious impediment to traffic at times. On the Tri-State and the Northwest Tollway, there is often a backup of 1 mile or more of cars and trucks waiting to get through the toll booth.

Time is lost, cars and drivers' tempers heat up, and accidents occur as a result of the backup.

In addition, it is a nuisance to be required to stop time and again to pay tolls on an extended trip.

Last, it is our position that toll roads are inequitable. The tolls which are collected from toll road users pay the costs of construction, finance, and administration of those facilities.

At the same time, toll road users also pay gas taxes and other levies.

At the present toll level of 30 cents for every 10 to 12 miles, this amounts to at least 2.5 cents per mile.

At an assumed rate of 15 miles per gallon, this is equivalent to a total of 37.5 cents per gallon.

When you add this figure to the present State gas tax (7.5 cents, soon to be 11 cents) and the Federal 9-cent gas tax, the total cost becomes over 54 cents per gallon. This compares unfavorably with the approximately 16.5 cents per gallon paid by users of other roads. Toll road users are thus paying more than three times as much for the use of the road.

In summary, while the club welcomes the possibility of Federal funds becoming available to assist in the construction of the needed new expressways in Illinois, we are opposed to the financing of such highways by making them toll roads.

Thank you.

Senator SYMMS. Thank you very much.

Senator Percy?

Senator PERCY. I would only put a question to you.

If the roadways are needed and there are no other funds to provide them, though in principle you are against a toll, you then just do without them until you can find those funds, and how long do you wait if economic development is arrested as a result of that wait?

Mr. ZIENTY. Well, Senator, while I concede that the roads may be necessary, there were several alternatives discussed here. And you, yourself, raised the possibility that in view of the increase in revenues coming from the State, that they might reorganize their priorities to construct these roads, and perhaps they could do it without the necessity of making them toll roads.

Senator PERCY. But, what do you do with the individual who simply says, I am traveling this old route and I am wasting fuel, I'm sitting there in long lines; my time is worth something, so I'm losing money all the way around?

But, in principle, you're telling me you are against the toll road, when in principle, if we had it, I would be saving money: I would be saving time; I want it, and the Government says I want it.

The Chicago Motor Club, which I am a member, will sit there and dictate, saying principle; forget the practical facts of life; be a theorist; be against tolls.

How do you answer that? You're practical people.

Mr. ZIENTY. Well, as a practical matter, Senator, I think given a choice, people would probably take the toll roads.

We feel, however, that highways should be financed on a general users taxation, and if the toll road is imposed, the individual that wants to pay the additional assessment has the option to do so.

Unfortunately, we feel that the road should be built, because Du Page County does need a north and south route, and the Elgin-O'Hare Expressway would provide additional access to the airport.

On the other hand, the existing highways, realistically, probably don't satisfy the needs.

Senator PERCY. Thank you very much.

Senator SYMMS. Thank you, Mr. Zienty.

Did you have a question, George?

Congressman O'BRIEN. Yes: I did.

Mr. Zienty, my wife and I are staying in the Homewood Inn because of certain requirements in my job, and I drove over this morning on I-80 and then I came up on 53, and it was a very dramatic comparison of what we are talking about.

It took me forever to get here. I was late getting here, but I left very early.

And it does seem to me that a toll road offers you an option. I don't have to take the toll road. If I want to go on the other streets and it's less expensive for me to do it, I can do it. But, if I need to get there, it gets me there.

And one other thing. Does the club have a safe driver award, in a sense, that your premiums are lower if your drivers don't have any accidents?

Mr. ZIENTY. Generally speaking, I'm sure the insurance company does.

Congressman O'BRIEN. So, if all the Chicago Motor Club drivers drove the toll roads, they would get an appreciable decrease in their premiums; wouldn't they?

Mr. ZIENTY. Well, it's possible.

Senator SYMMS. Thank you.

Mr. Melton, I'm sorry. I meant to have you testify first. I didn't mean to have you last.

STATEMENT OF BURNESS E. MELTON, GENERAL MANAGER, ILLINOIS TRUCKING ASSOCIATIONS

Mr. MELTON. OK.

Mr. Chairman, Senator Symms, Senator Percy, Congressman O'Brien, my name is Burness Melton. I am the general manager of the Illinois Trucking Associations, Inc.

I am here today representing Russell Stauffer and Ross Kelsey, chairmen of the Illinois Highway Users Conference and Chicago Metropolitan Committee respectively.

We thank you for the opportunity to be heard on this vital issue which is of great concern to the highway users who pay the taxes that have made the U.S. highway systems the best in the entire world.

Our groups in Illinois and like users groups all over the country have worked valiantly to raise Federal and State highway user taxes to prevent the deterioration of the highway and bridge infrastructure.

Our efforts and those of other groups have resulted in increases in both Federal and Illinois highway user taxes. Every dollar of these taxes is vitally needed if we are to stave off the deterioration of the highway systems.

Senate bill 524, and like bill H.R. 2102, would divert Federal highway trust funds from the interstate and other road systems for which the original and additional taxes were imposed. It would also produce double taxation on the motorist who would have to pay the normal highway user taxes, as well as the tolls.

Normally, the advantages of building a toll road are that the highway can be built in a shorter length of time because of immmediate funding, and that no environmental impact statement hearings have to be held.

These advantages would not accrue in this case, because the use of Federal highway user taxes would require the envirnomental impact statement hearings and other government restrictions.

Another factor is whether or not the toll road authority actually needs Federal money to build additional toll roads.

They have already announced that on August 1, they are increasing the tolls, which will produce an additional $33,000 a year, and more than double their annual budget for road repairs and reconstruction.

There are also disadvantages to building toll roads, and they are as follows:

No. 1, toll roads necessitate more complex and expensive design and land taking, estimated to be as high as 50 percent of the cost to convert a free Interstate Highway to a toll facility.

No. 2, the cost of collecting tolls is two to three times the cost of collecting usual highway user fees. (Illinois, with its system of stoping all cars and trucks at each toll gate, would be at the highest point of the spectrum.)

No. 3, the inconvenience and delays and backups caused by toll barriers.

No. 4, the lack of accountability to the motorist, as compared to the State Highway Department. (For example, the announcement of toll increases without a public hearing.)

Another serious factor is that Congress is not likely to pass this bill just for the use of the State of Illinois—and we certainly saw an example of that this morning—but would make the Federal highway trust funds available to all States for the building of new toll roads.

This would seriously reduce the funds available to finish the interstate and to upgrade the other roads and bridges now in a state of disrepair.

Also, action on this bill at this time would be imprudent, as both the Federal Highway Administration and the Transportation Research Board are doing studies to ascertain toll road needs.

On the specific road under consideration, FAP 431 or Route 53, a major access link running north to south from Army Trail Road to Interstate 55, we have some suggestions.

Anyone who has driven on this road knows that there is a dire need to upgrade this route to at least a four-lane divided road for the entire distance.

We support this effort and take exception only with the proposed financing.

We are opposed to the use of Federal highway funds to build toll roads because, as previously stated, the diversion of Federal funds would further delay the completion of the Interstate System and the rehabilitation of other roads and bridges.

The recent increases in motor fuel and motor fuel licenses should negate the need to build this highway as a toll road.

However, if for some reason it cannot be done this way, we would support a toll road financed by regular toll roads without the use of any Federal highway funds.

There is a precedent for this, as the East-West Tollway was financed by revenues from the Northwest and Tri-State Tollways.

The only legal requirement is that the proposed tollway generate enough vehicular traffic to pay for its existence. The soon-to-be-completed Wilbur Smith study will provide the answer to that question.

Thank you for this opportunity to make the views of the Illinois Highway users known to the Transportation Subcommittee.

Senator **Symms**. Thank you very much, Mr. Melton. I appreciate your testimony.

You point out that if Congress would pass this bill and would make the Federal highway trust funds available to all 50 States, that would rapidly deplete the ability to have enough money left.

But, right along with that, from a Federal standpoint, to change the formula and reduce the Federal share to make up the difference and have better roads, would that be acceptable?

Mr. **Melton**. Well, it would be something that our committee would have to look at.

Senator **Symms**. Congressman O'Brien?

Congressman O'**Brien**. No questions.

Senator **Symms**. Senator Percy?

Senator **Percy**. No questions.

Senator **Symms**. Thank you both very much. We appreciate your excellent testimony, and it certainly is very logical the way it's presented.

Now we have Vince Bongi, the president of the Illinois Road Builder's Association. He is accompanied by Mr. Larry Lucas and Mr. Frank Riley, business manager of Local No. 86, Laborers International Union.

And in order to save time, maybe Mr. Stanley Klyber, Greater O'Hare Association, can come up and join them at the table, and also, Mr. M. Edward Kelly, vice president of the Elgin Chamber of Commerce, and we will have everyone up here.

This very distinguished group, ladies and gentlemen, is our last scheduled witnesses. So, we certainly want them to realize that we saved the best until last.

Senator **Symms**. Mr. Bongi, please?

STATEMENT OF VINCE BONGI, PRESIDENT, ILLINOIS ROAD BUILDER'S ASSOCIATION

Mr. Bongi. Thank you, Senators, Senator Percy, Congressman O'Brien.

On behalf of the Illinois Road Builder's Association, I sincerely appreciate the opportunity to give this testimony, and we appreciate the time you are taking to listen to our problems.

The Illinois Road Builder's Association represents more than 200 construction companies in the northeastern Illinois region, employing over 10,000 workers.

We are interested in assisting the Federal, State, and municipal governments in building an adequate transportation system in Illinois.

Hence, we support Senate bill 524 and the concept of toll financing for Federal-aid highway projects.

Currently, Federal law prohibits use of Federal-aid highway funds in the construction of toll highways.

Senate bill 524 provides a departure from this law, allowing Federal participation in the construction of certain new toll roads in Illinois.

We support this departure because of the need for additional transportation revenue.

Even with the passage of the 1982 Surface Transportation Assistance Act, providing significantly increased transportation funding, a huge backlog of projects exists.

Toll financing is an attractive alternative funding source. It provides added revenue and is in keeping with the user fee concept.

Specifically, we recommend that two Illinois projects be funded partially with toll financing: Federal aid primary 426 and Federal aid primary 431.

The former provides for an Elgin-O'Hare Expressway, and the latter for an extension of Route 53.

Illinois 19 and U.S. 20, presently serving commuters between Elgin and O'Hare, carry exceptionally high traffic volumes.

Likewise, Route 53 has very high traffic counts.

With the passage of Senate bill 524, toll financing could help to fund these two projects, both of which need expansion.

Beyond the limited application of Senate bill 524, the Illinois Road Builder's Association supports the concept of toll financing for Federal aid highway systems.

In a time when roadbuilding costs have soared, new transportation revenue needs to be targeted.

Again, thank you for the opportunity to submit this testimony.

Senator Symms Thank you very much, Vince.

Mr. Frank Riley?

STATEMENT OF FRANK RILEY, BUSINESS MANAGER, LOCAL 96, CONSTRUCTION AND GENERAL LABORERS UNION

Mr. Riley. Senator Percy, Senator Symms, Congressman O'Brien.

On behalf of the Construction and General Laborer Locals No. 96 and No. 288 in DuPage County, I appreciate the opportunity you have extended to me to speak before you today.

Of course, most of you here today are saying to yourselves, naturally the construction unions are going to be in favor of Senate bill 524.

After all, with the high unemployment today in their industry, they are supporting anything to get their people back to work. You are all absolutely right.

But, let's go one step further. Our members are taxpayers and more importantly, concerned citizens like all of you here today.

We realize that the highway system in Illinois has been deteriorating for many years. We can no longer just patch or resurface most of our roads today.

Total replacement, in many instances, is a necessity; and as we all know, the cost comparison is like night and day.

Therefore, a tremendous backlog has been building up for years, even with additional moneys being appropriated on a Federal and State level.

If we can relieve the pressure from the many rapidly deteriorating highways in many instances, we can salvage a major replacement cost with a repair cost. Thus, more roads will be repaired without the major cost to the taxpayers.

Let's take a look at the one proposed road that would be effected if Senate bill 524 were to become a reality; the Route 53 extension.

As all of us know who travel Route 53 and its major arteries, all are in very bad shape, with the exceptions of Ogden Avenue, Butterfield Road, and Boughton Road. These roads were recently totally replaced.

Let's take a look at Lake Street, North Avenue, Roosevelt Road, and Route 53 itself, just to name a few. All of these highways are beyond simple repair because they have been neglected too long and the moneys have not been available to replace, and again, I say replace them.

If the Route 53 extension could have been started in 1970, as was intended, at Army Trail Road, maybe some of these major highways could have just been repaired.

But, let's face it. The money has not been there and is still not there, unless we support Senate bill 524 and put a toll on this road.

I personally travel 60 miles daily on Route 53 to and from work, and believe me, if I could jump on a toll road to avoid the congestion, aggravation, time, and above all, some of the accidents, I would not have hesitated.

I think every one of you here today that experiences these same frustrations will say the same thing.

So, let's not wait another 15 years, dragging our feet. Support Senators Charles Percy and Alan Dixon in regard to Senate bill 524.

Thank you.

Senator **Symms**. Thank you very much for the very excellent statement, both of you.

Mr. E. Stanley Klyber from the Greater O'Hare Association.

STATEMENT OF E. STANLEY KLYBER, GREATER O'HARE ASSOCIATION

Mr. **Klyber**. Yes.

Members of Congress, thank you for allowing us to testify.

If I can only absorb everything I heard. I don't know how you can endure and absorb everything.

At this point, let me just say you have my printed statements for your record.

We will talk briefly about economic development.

I represent a 21-square-mile area on the west side of O'Hare. In that area, we have 4,000 employers and 120,000 jobs. Eighty-five percent of these people do not live in the community in which they work. Therefore, roads and highways are extremely important to us.

If we wish to continue this economic development, we are going to have to provide a vehicle that will allow these two roads to be built.

Therefore, the Greater O'Hare Association recommends to you the passage of Senate bill 524, which will give you, or give the State of Illinois the option of making these toll roads if other funds are not available.

Thank you.

Senator SYMMS. Thank you very much, Mr. Klyber.

Mr. Edward Kelly, vice president of the Elgin Chamber of Commerce.

STATEMENT OF M. EDWARD KELLY, EXECUTIVE VICE PRESIDENT, ELGIN AREA CHAMBER OF COMMERCE AND THE ELGIN ECONOMIC DEVELOPMENT COMMISSION

Mr. KELLY. Chairman Symms, Senator Percy, Congressman O'Brien.

My name is Edward Kelly and I am executive vice president of the Elgin Area Chamber of Commerce and the Elgin Economic Development Commission.

On behalf of our 605 members, I want to express to you our appreciation for being given the opportunity to come here today and testify in support of Senate bill 524, which would make possible the construction of the Elgin-O'Hare Expressway.

We support this measure for the following reasons:

First, without the availability of Federal funds, the road will not be built.

Second, the buildup of traffic and development along the I-90 corridor will necessitate another limited access highway.

Third, Route 20 is becoming more unsafe each passing month as continued industrial and commercial development add to a bewildering number of traffic turns and movements due to it not being a limited access road.

As one who drives this highway quite frequently, the increasing traffic buildup would render this road incapable of efficiently moving traffic by the end of this decade.

Fourth, the expansion of the O'Hare International Airport will necessitate an altered means of access to this facility.

And fifth, the next logical area for development is the southeastern portion of Elgin, but this will not occur without a modern highway system.

I would also like to add that I think we owe our appreciation to the stenographer, who has been here for 4 hours nonstop.

Senator SYMMS. Thank you very much.

Are there any questions, Senator Percy, or Congressman O'Brien?

Senator PERCY. Just one on the impact that we may have on unemployed construction trade workers.

About how many would be put back to work on a project of this size and nature?

Mr. KELLY. We would be talking about hundreds of workers, with the teamsters, the cement workers, the laborers, the iron workers, the carpenters.

So, we would be talking, I'm sure, thousands in the longrun, and there is that many out of work right now, believe me.

Senator PERCY. Yes, there are. They are in a very bad situation.

And Mr. Klyber, the Elgin-O'Hare Expressway would provide access to O'Hare Field. Would this create even greater economic development surrounding O'Hare?

We must agree it would ease congestion on the east.

Mr. KLYBER. Yes, it would, because currently, we have Route 19, which is Irving Park Road, Elmhurst Road, and York Road which cross over railroad tracks, and if you happen to be there at 5:00 and you happen to catch a train, you're backed up clear to the city of Chicago.

I think the studies have shown that by 1990, 40 percent of the traffic going to O'Hare will be coming from the west side of the airport.

Currently, they all have to go around to the northeast entrance, the north entrance there.

Yes, they will have to build additional parking at the airport, and so forth.

Senator PERCY. Thank you very much.

Mr. Chairman, I just wanted to report to you that a few people said to me as I talked to them out in the audience that they feel the Senator from the State of Idaho, the great State of Idaho, has a lot of patience, a lot of perseverance, and a lot of fortitude.

Our deep gratitude of everyone here of the patience and the thoroughness of which you approach the problems, and the attention you have given to this very important project.

Senator SYMMS. Thank you very much, Senator Percy.

I think I would also be remiss if I didn't mention the patience and the tenacity of Gloria, our recorder, who has stayed through this all morning.

I would also like to say thanks to Dick, the minority member of this committee, Nadine Hamilton, as well as Rusty Jeffers, members of my staff, who made this hearing possible.

We would just like to say that our hearing record will be kept open for 30 days for anyone wishing to submit testimony.

I think it's been very helpful to me, certainly, and also to rely on Henry Hyde and George O'Brien.

I happened to have been elected to the House of Representatives the same day George O'Brien was, and we have been friends for many years. I'm glad to have you here also, George.

Do you have anything to say?

Congressman O'BRIEN. Very briefly.

It's good to be with you again, Steve. You did a super job.

I cannot help but think of what Mr. Riley said. I come from Joliet and our unemployment rate there, Frank, is about 25 percent. And when you talk about machinists and iron workers, that's going to be one solitary result.

Senator SYMMS. I might also just say, not necessarily for the record, but just as a general comment, I hope I didn't hurt the political future of these gentlemen here by having them all sitting on my right.

Thank you. The meeting is adjourned.

[Statements submitted for the record and the bill, S. 524, follow:]

STATEMENT OF
RICHARD B. ROBERTSON,
ASSOCIATE ADMINISTRATOR FOR PLANNING AND POLICY DEVELOPMENT,
FEDERAL HIGHWAY ADMINISTRATION, BEFORE THE
SENATE COMMITTEE ON ENVIRONMENT AND PUBLIC WORKS,
SUBCOMMITTEE ON TRANSPORTATION
JULY 6, 1983

IT IS A PLEASURE TO APPEAR BEFORE YOU TODAY REPRESENTING THE FEDERAL HIGHWAY ADMINISTRATION (FHWA) TO DISCUSS S. 524, A BILL TO PERMIT FEDERAL PARTICIPATION IN THE CONSTRUCTION OF CERTAIN NEW TOLL ROADS IN ILLINOIS, WHICH WAS INTRODUCED BY SENATORS PERCY AND DIXON. AS YOU MAY BE AWARE, THE ADMINISTRATION INCLUDED IN ITS 1982 HIGHWAY LEGISLATIVE PROPOSAL A PROVISION THAT WOULD HAVE PERMITTED FEDERAL PARTICIPATION IN THE CONSTRUCTION OF CERTAIN NEW TOLL ROADS IN ALL OF THE STATES.

Highways have traditionally been public entities, built and maintained principally by user fees, sometimes by tolls or other special fees generally imposed on the users or other principal beneficiaries. Since the advent of Federal financing for highways, the Federal role has been to assist with capital investment needs, leaving to States and localities the responsibility for maintaining and operating their roads.

This system has worked well, but in recent years the cost of constructing and maintaining roads has escalated rapidly, while revenues at all levels of government have not kept pace with rising costs. The Federal Government has recognized this by its enactment of the Surface Transportation Assistance Act (STAA) of 1982 and the strong fiscal commitment to the I-4R (resurfacing, restoring, REHABILITATING, AND RECONSTRUCTING) PROGRAM, AND THE REQUIREMENT THAT 40 PERCENT OF THE PRIMARY, SECONDARY, AND URBAN SYSTEM FUNDS BE SPENT ON 4R-TYPE PROJECTS. A 1983 STUDY BY THE FHWA SHOWED THAT IN 1980 APPROXIMATELY 11 PERCENT OF THE AVERAGE WORKER'S HOURS WERE SPENT ON THE NATION'S HIGHWAYS, EITHER IN TRUCKING OR PERSONS USING PRIVATE VEHICLES AND TRANSIT IN THE CONDUCT OF THEIR BUSINESS, PROFESSION OR EMPLOYMENT. BASED ON OUR ANALYSIS OF PRE-STAA HIGHWAY CAPITAL INVESTMENT PATTERNS, THAT 11 PERCENT WOULD INCREASE TO OVER 13 PERCENT BY 1995, UNLESS WE IMPROVE THE SERVICEABILITY OF THE HIGHWAYS, IN PARTICULAR MORE ADEQUATE MAINTENANCE AND RECONSTRUCTION. THE AVERAGE AMERICAN NOW SPENDS APPROXIMATELY 20 PERCENT OF HIS OR HER ANNUAL INCOME ON TRANSPORTATION COSTS. HOW MUCH BETTER FOR THAT WORKER--AND THE NATION--IF THAT COST COULD BE

CONTAINED, RATHER THAN INCREASED DUE TO NONPRODUCTIVE NEGLECT.

IT IS ABSOLUTELY NECESSARY THAT WE SERIOUSLY CONSIDER ALL FINANCING MECHANISMS WITH A POTENTIAL FOR INCREASING THE REVENUES WHICH ARE NECESSARY TO FINANCE THE HIGHWAY IMPROVEMENTS, THUS IMPROVING HIGHWAY RELATED PRODUCTIVITY. ONE SUCH MECHANISM MIGHT BE A MORE EXTENSIVE USE OF TOLLS.

IN MANY INSTANCES THERE ARE SIGNIFICANT HIGHWAYS THAT MAY BE NEEDED BY A COMMUNITY FOR WHICH THERE IS INADEQUATEFUNDING FROM BOTH STATE AND FEDERAL SOURCES. THUS, THE INDIVIDUAL CITIZENS AND THE JOB-CREATING BUSINESS COMMUNITY ARE DENIED THE FACILITIES NECESSARY FOR ECONOMIC STABILITY AND DEVELOPMENT. AT THE SAME TIME, IN CERTAIN INSTANCES IT WOULD BE FEASIBLE TO BUILD SUCH A FACILITY WITH SOME STATE AND FEDERAL FUNDS, WHEN A PORTION OF THE COST

COULD BE PAID FOR BY THE USE OF TOLLS. WE THINK THAT A STATE SHOULD HAVE THE OPTION OF UTILIZING SOME PORTION OF ITS FEDERAL HIGHWAY FUNDS TO CONSTRUCT HIGHWAYS NEEDED TO CARRY THE TRAFFIC GENERATED IN CERTAIN AREAS, EVEN WHEN SUCH A HIGHWAY IS A TOLL FACILITY--IF IT WOULD BE SELF-SUPPORTING OVER THE LONGRUN. WE ARE NOT MANDATING TOLLS. ONE EXAMPLE OF THE PROBLEM IS THAT A FACILITY MAY HAVE BEEN PLANNED IN PREVIOUSYEARS WHEN THERE WERE ENOUGH HIGHWAY FUNDS TO CONSTRUCT THE FACILITY, BUT NOW BECAUSE OF DECLINING REVENUES AND INCREASED COSTS MORE FUNDS ARE NEEDED FOR MAINTENANCE AND FEWER FUNDS ARE AVAILABLE FOR CONSTRUCTION. THUS, IT IS IMPOSSIBLE TO BUILD THE PLANNED FACILITIES AS "FREE" HIGHWAYS. UNDER EXISTING LAW, EVEN IF ONLY A FEW FEDERAL DOLLARS HAD BEEN SPENT ON PLANNING OR PRELIMINARY ENGINEERING, AS LITTLE AS THAT MIGHT BE, SUCH A PROJECT WOULD BE PROHIBITED FROM BEING CONSTRUCTED AS A TOLL

FACILITY, EVEN IF THE STATE WERE TO TRY TO "PAY BACK" THE FEDERAL FUNDS EXPENDED. LAWS SHOULD ADAPT TO CURRENT NEEDS, RATHER THAN REMAIN RIGIDLY CONSTRAINED BY PROVISIONS ADOPTED IN A BYGONE ERA UNDER DIFFERENT ECONOMIC CONDITIONS.

WHILE THE STAA OF 1982 IS THE MOST IMPORTANT AND COMPREHENSIVE PIECE OF HIGHWAY LEGISLATION ENACTED IN MANYYEARS, IT CONTAINS NO PROVISIONS THAT DIRECTLY APPLY TO TOLL FACILITIES. THE ADMINISTRATION DID ATTEMPT, HOWEVER, MODIFICATIONS TO EXISTING LAW REGARDING TOLL FACILITIES.

WE RECOMMENDED A PROVISION THAT WOULD HAVE PERMITTED THE USE OF TOLLS TO FINANCE THE COST OF NEW FEDERAL-AID HIGHWAY CONSTRUCTION PROJECTS IN ADDITION TO THE PRESENTLY-ELIGIBLEBRIDGE AND TUNNEL PROJECTS. SUCH A PROVISION WOULD HAVE ALLOWED STATES TO ENTER INTO AGREEMENTS TO CONSTRUCT A

TOLL FACILITY EVEN IF FEDERAL FUNDS HAD ALREADY BEEN OBLIGATED ON THE FACILITY AS LONG AS THE FACILITY HAD NOT BEEN OPENED TO TRAFFIC.

UNDER OUR 1982 LEGISLATIVE PROPOSAL THE STATE WOULD BE REQUIRED TO AGREE THAT THE FACILITY WOULD BECOME TOLL-FREE AFTER RETIREMENT OF THE BONDS ISSUED TO FINANCE THE INITIALHIGHWAY CONSTRUCTION. SUCH A FACILITY WOULD NOT BE ELIGIBLE FOR INTERSTATE 4R OR OTHER FEDERAL REHABILITATION ASSISTANCE DURING THE PERIOD THAT TOLLS ARE COLLECTED.

IT WAS OUR VIEW THAT A PROVISION SUCH AS THIS WOULD PROVIDE STATE AND LOCAL GOVERNMENTS WITH GREATER FLEXIBILITY AND SELF DETERMINATION AS TO HOW SPECIFIC HIGHWAY NEEDS CAN BE MET. S. 524 IS THE SAME AS THE ADMINISTRATION PROVISION EXCEPT THAT OUR PROPOSAL APPLIED TO ALL STATES, AND S. 524

APPLIES ONLY TO ILLINOIS. THE ADMINISTRATION'S PROPOSAL WAS NOT INCLUDED IN THE STAA AS ENACTED.

EVEN THOUGH WE WERE UNSUCCESSFUL IN THIS ATTEMPT TO MODIFY FEDERAL TOLL POLICY, WE CONTINUE TO BELIEVE THAT GREATER CONTROL OF HIGHWAY MANAGEMENT AND FINANCING SHOULD BE GIVEN TO THE STATE AND LOCAL GOVERNMENTS, INCLUDING TOLL FINANCING OF NEW FEDERALLY AIDED HIGHWAYS. HOWEVER, WE DO NOT BELIEVE THAT IT IS APPROPRIATE TO SEEK LEGISLATION TO ALLOW TOLLS TO BE PLACED ON EXISTING FEDERAL-AID HIGHWAYS THAT WERE INITIALLY CONSTRUCTED AS FREE FACILITIES WITH HIGHWAY-USER FEE REVENUES.

IN CLOSING I WOULD ADD THAT WE BELIEVE TOLLS PLACED ON HIGHWAYS, BRIDGES AND TUNNELS MUST BE CONSISTENT WITH THE USER-FEE PRINCIPLE AND BE DEDICATED SPECIFICALLY TO HIGHWAY

PURPOSES. WE WOULD SUPPORT THE APPROACH OF S. 524 IF IT WERE MADE APPLICABLE TO ALL OF THE STATES. WE DO NOT BELIEVE THAT DIFFERENT FEDERAL LAWS SHOULD GOVERN THE FEDERAL AID HIGHWAY SYSTEM IN DIFFERENT STATES.

HOWEVER, WE WOULD NOT WANT OUR SUPPORT OF THIS PROPOSAL TO LEAD TO A LARGER INITIATIVE TO AMEND EXISTING FEDERALHIGHWAY LAWS. WE DO NOT BELIEVE THAT IT IS NECESSARY OR APPROPRIATE TO RE-OPEN OTHER MAJOR POLICY ISSUES THAT WERE RECENTLY RESOLVED BY THE STAA. WE WOULD NOT SUPPORT THIS PROPOSAL IF IT WERE EXPANDED TO INCLUDE, IN ANY WAY, OTHER LEGISLATIVE CHANGES TO THE HIGHWAY PROGRAM.

THIS CONCLUDES MY FORMAL STATEMENT. I WOULD BE PLEASED TO RESPOND TO YOUR QUESTIONS AT THIS POINT.

TESTIMONY BEFORE THE
TRANSPORTATION SUBCOMMITTEE
OF THE
SENATE COMMITTEE ON ENVIRONMENT AND PUBLIC WORKS
ON S 524

BY

JOHN D. KRAMER, SECRETARY

ILLINOIS DEPARTMENT OF TRANSPORTATION

HEARING - ~~CHICAGO,~~ WHEATON IL

JULY 6, 1983

Introduction

Mr. Chairman, members of the Subcommittee, and Senator Percy, I very much appreciate the opportunity to appear before you to discuss a new concept in financing highway construction. I particularly want to thank you, Senator Symms, for holding this hearing in ~~Chicago~~ Wheaton and for taking time out from your Independence holiday recess.

Innovative approaches to financing highway construction are of great importance to the northeastern region of the state which is faced with serious highway congestion problems and the need for costly solutions in the face of very limited available funds. There is a critical need for major transportation improvements along the Illinois 53 corridor between I-290 and I-80 and to for adequate access to O'Hare International Airport and to the regional freeway system from communities to the west of the Tri-State Tollway toward Elgin.

Given the limitations of available funds and existing financing mechanisms, construction of these needed freeways is not possible without some innovative financing approach.

At today's hearing, we are looking at one such innovative approach. Proposed by Senators Percy and Dixon, this bill (S 524) would allow combining federal funds with toll financing for the construction of essential new highways in Illinois. A similar proposal has also been introduced in the House by Illinois Congressmen Hyde, O'Brien, Erlenborn and Corcoran. The bill under this Subcommittee's consideration offers us the flexibility and an option for resolving the financing deadlock standing in the way of construction of these proposed freeways. It also would provide a unique opportunity for demonstrating the concept of supplementing toll financing with federal funds to finance construction.

Illinois 53 and Elgin-O'Hare Corridors

DuPage County has experienced a tremendous population boom during the last two decades. According to the latest US Census, its population increased 34.9 percent from 1970 to 1980, making it the second fastest growing county in the state. This growth rate has placed a tremendous burden on the county's highway system, especially along two corridors carrying north-south traffic on Illinois 53 and east-west traffic on US 20 and Illinois 19 to the west of O'Hare Airport. Over the last five years, the state has invested $14 million in improvements to reduce bottlenecks on these two highways. Yet, these improvements have not kept pace with the growing traffic demand and some major construction will have to be undertaken to meet current and future transportation needs. Let me give you some background on each of the two corridors.

- Illinois 53 Corridor -- The segment between Army Trail Road near Addison and I-80 in Joliet is mostly a two-lane road with an extremely high traffic volume. The average daily traffic count along this segment ranges from 18,000 to 25,000, far above the volume that the existing road design can efficiently and safely accommodate. Continued traffic demand growth in the corridor will create an even more serious capacity problem that overshadows the capability of upgrading existing Illinois 53.

  In the 1979 Crosstown transfer agreement, $100-120 million in Interstate transfer funds were earmarked for improving this corridor. Since then, the Illinois Department of Transportation has explored a number of limited highway improvement alternatives that would fall within the above funding limit. However, the improvement plan most feasible includes the construction of 17.4 miles of new freeway between Army Trail Road and Interstate 55 at an estimated cost of $270 million and $30 million for improvements to the existing route. This $300 million package far exceeds the existing financing capabilities even with the increased federal funds provided in the Surface Transportation Assistance Act and increased revenues from gas tax and license plate fee increases adopted last week by the Illinois General Assembly. A 12.6 mile extension from I-55 to I-80 would cost an additional $180 million.

  DuPage and Will County officials and state legislators from the area have expressed strong support for a full freeway along this corridor as the best long-term solution to the serious highway congestion. No project of this magnitude is free of potential environmental problems or community disruptions and the Department is aware of these concerns and will make every effort to mitigate adverse impacts. However, we must also accept the fact that the existing facilities are clearly inadequate to accommodate current traffic volumes let alone projected growth resulting from increased urbanization in the area. The concerns about local environmental and community disruptions must be balanced against the responsibility to provide safe and adequate highway facilities that address the traffic demands. The proposed improvements must also be considered for their potential to enhance economic development by attracting new office space construction and high technology industries along the corridor. This will greatly expand the tax base and reduce the burden now carried by residential property owners.

- Elgin-O'Hare Corridor -- The existing highway network along this corridor has long been inadequate for the high volume of traffic. Illinois 19 from Barrington Road in Hanover Park to Mannheim Road near the Cook/DuPage County line is mostly a two-lane highway, portions of which are exceptionally congested. For example, daily traffic volumes range from an average of 14,500 in the western portion to a high of 38,000 on the four-lane section in the eastern part of the corridor.

> In 1967, Illinois obtained approval from the Federal Highway Administration for a freeway corridor extending from a point near Lovell Road west of Elgin to the junction of Illinois 19 and I-294 south of O'Hare Airport. Other limited alternatives have since been investigated to meet the need for expanding capacity of existing roads. Construction of a 21.1 mile freeway is estimated to cost $350 million. While a new freeway is clearly the best long-term option for meeting the transportation needs in this corridor, it cannot be implemented with existing state and federal funds. (There have been no Interstate transfer funds reserved for improvements in this corridor.) We must look at ways to supplement existing funding resources.

At the direction of the Illinois Legislature, the Department and the Illinois State Toll Highway Authority have undertaken a study of the feasibility of toll financing for the freeways in the two corridors. Consultants for the study have focused on eight alternatives, determining their costs and evaluating the economic feasibility of financing them solely from toll fees. The study is expected to be finished during later this month. The preliminary conclusion that has emerged is that none of the eight freeway alternatives can be financed solely by toll revenue bonds. In fact, under existing bond market conditions, even the best options provide only about one-third of the required revenues, thus falling far short of financial viability. This is despite the fact that traffic volumes for some of the alternatives are higher than portions of the existing toll system.

Funding Resources and Options

The current prohibition under federal law against federal participation in constructing toll highways was established at a time when individual highway funding resources were adequate to meet the needs. Since then, the demand for limited funds has grown to the point where we must look at new ways and combinations. The new flexibility provided by the proposed bill is a catalyst for exploring creative solutions and funding combinations.

This proposal, as well as its companion in the House, provides one of several options or tools to enhance funding capabilities for certain highway construction projects that could not be undertaken with the usual financing arrangements. It expands the role of toll financing which in the Chicago region in particular has been significant in financing highway projects that would otherwise not have been affordable. Let me briefly point out the proposal's major features.

- It provides much needed flexibility by allowing a wider combination of funding sources for greatest impact.

- It is a sensible and practical solution to the problem when no single funding source can provide sufficient revenues for extraordinary but essential projects.

- It encourages the application of user fees which is consistent with the Administration's policy direction.

Several states are exploring the concept of mixed financing and the Administration in its 1982 highway bill had included a provision to broaden the application of toll financing.

Conclusion

My comments on the toll financing question have been made in the context of an unusually difficult highway transportation situation where the two proposed freeways are badly needed to provide relief from congestion and to meet future transportation needs. Despite the federal funding opportunities won last year and the increases in the state highway user fees approved last week, the cost of constructing these freeways cannot be financed from public funds alone. It also appears that neither of these projects can be financed solely from toll revenues. A mix of these funding sources is one alternative, innovative financing approach that would be made possible with the proposed legislation.

The Department supports the effort to enable us to pool our limited funding resources for meeting today's and tomorrow's transportation needs. I would also like to repeat the Department's desire to responsibly meet the needs for transportation improvements in these corridors and our commitment to do everything possible to minimize the potential disruptive environmental and community impacts. Together, I hope we can meet our responsibilities and concerns for the communities along these two corridors.

Thank you very much for the opportunity to speak before you today.

THE TRANSPORTATION SUBCOMMITTEE OF THE SENATE ENVIRONMENT AND PUBLIC WORKS COMMITTEE

Wheaton, Illinois
Wednesday, July 6, 1983

The Honorable Steve Symms, Senator from Idaho, Presiding

My name is Florence Boone. I am President of the Village of Glencoe in Cook County, and I am Chairman of the Executive Committee of the Chicago Area Transportation Study's Council of Mayors. That Council functions through eleven regional councils totaling the near 270 mayors of the six counties in northeastern Illinois.

The mayors' willingness to get involved in transportation goes back nearly two decades when federal legislation mandated their role in transportation planning. That early involvement has developed and increased so that we are now a major implementor of federal transportation programs and we are a member of the Metropolitan Planning Organization. Since 1970, suburban mayors in Cook, Lake, McHenry, DuPage, Kane, and Will Counties, through the Regional Council forum have cooperated in determining the best use of the roughly $33 million available to this area each year for local transportation improvements under the Federal Aid Urban system (FAU) program. The mayors have worked together to select the best projects, the order of implementation, and monitor the costs associated with the projects. During the past six years we have also worked with the Illinois Department of Transportation to develop both the transit and highway program element of the Interstate Transfer Program totaling over one billion dollars.

Our knowledge of local transportation needs and priorities, our familiarity with the hard reality of costs, and the realities of time in implementation qualify us to come before you.

When I last appeared before you in Washington, it was to request a federal multi-year highway program, one that would maintain (not increase) the Federal Aid Urban program at the then current funding level. We stated that we advocated an increase in the federal gas tax because we believed in the user fee concept. Thanks, and then some, are due this committee and our wonderful Illinois Senators and our strong Illinois delegation in the House for a remarkably sound highway bill passed last December. Most recently we have been working for the Illinois Highway Transportation Bill that will allow our drivers to produce the funding to match the federal grants and to give our Illinois Department of Transportation the money to do those jobs that are properly state, not federal responsibilities.

The sad thing is that the federal and state tax hikes are both more than a bit late, particularly here, for Illinois was historically a midwest front runner in "getting out of the mud." We did it with our own money, starting with a legislative appropriation in 1927. Now the backlog of maintenance, widening and safety corrections is enormous! Bridge work to be done is equally enormous!

And still there are some new segments that must be added to the state system to accommodate the demographics of the 80's.

We are highly supportive of the philosophy of Senate Bill 524 because it is a user fee concept. It is also a "pay as you go" concept. In short page 2, lines 6 through 10 (definition of new toll road) and same page, line 11 through page 3, line 10 (agreement between the State and the Secretary) are right on target.

There is a colloquial phrase "put up or shut up." This bill gives us in Illinois the chance to do just that. And it is a marvelous device to separate real need from cries of "wolf."

Thank you for listening.

TRANSPORTATION SUBCOMMITTEE OF THE SENATE ENVIRONMENT AND PUBLIC WORKS COMMITTEE

Testimony, Jack T. Knuepfer
DuPage County Board
DuPage Center
July 6, 1983

In order to understand the setting, it is helpful to know that DuPage County is the most rapidly growing area in the State of Illinois, and one of the most rapidly growing areas in the United States. For a variety of reasons - some related to limitations on funds available, and some related to the politics of the distribution of road fund monies - expressways in DuPage County have not been able to keep up with the needs of an urban area.

Several years ago, the County came to the conclusion that the only way to meet these needs would be to utilize funding based upon user revenues. It is our feeling that users would rather pay to travel on an expressway than be bound by the long delays at traffic signals in congested intersections which they must now suffer through.

The County has done a tentative study to determine the feasibility of a tollway. Our results indicate that, if it were constructed completely as a tollway, that section would require a fee of 75 cents to 90 cents. However, that needs to be put in perspective because some twenty-five years ago when our tollways were first constructed, the fee for an equivalent length of tollway was 35 cents. Based upon the price inflation that has taken place, that 35 cents is probably the equivalent of 90 cents in today's money.

The State of Illinois, as well, is in the process of completing a feasibility study of some potential expressways within the County.

Based upon what we know, we feel that a combination of monies available through the freeway system, with tolls imposed to supplement these monies, is the most feasible way for approaching the problem.

We are not coming to the Federal government for another handout. We are, in fact, simply asking that you allow us to commingle toll and freeway funds so that we can proceed with the project, and at the same time not drive the price to the point where users can no longer afford it. We are informed that Louisiana already has been authorized to do this, and we understand that New York State has received permission to commingle these funds.

In short, we need your help only to allow us the permission to commingle. We do not need, nor are we asking for, any Federal dollars. Some day these will all be part of the freeway system.

In this growing area, we suffer more from pollution by keeping cars idling at our ever-present traffic signals, than we would if we allow those going long distances to operate at efficient speeds on an expressway system. The longer we wait, the more difficult it becomes, because we are continuing to grow and our urban transportation problems become more serious each year. We need your help, and we hope you will understand our predicament.

JB:mm
2/19/81

RESOLUTION
CD - 04 - 81

WHEREAS, DU PAGE COUNTY is a corporate entity chartered within the State of Illinois, with a population of over 650, 000 citizens, and

WHEREAS, both FAP 426 and FAP 431 are recommended on the Adopted Year 2000 Street and Highway Plan for Du Page County, as well as the Year 2000 Transportation System Development Plan for the Chicago Metropolitan Region, and

WHEREAS the COUNTY BOARD of DU PAGE COUNTY feels that the facilities are vital to the County of Du Page and need to be constructed in the immediate future for FAP 431 from Army Trail Road to I-55; and FAP 426 from U.S. 20 in Elgin to Irving Park Road in the vicinity of O'Hare International Airport; and

WHEREAS, it appears that the State of Illinois freeway construction program does not include completion of these routes in the immediate future; and

WHEREAS the Du Page County Planning Department has determined, through a preliminary analysis, the viability of the tollroad concept for constructing FAP 426 and FAP 431,

NOW THEREFORE, BE IT RESOLVED that the DU PAGE COUNTY BOARD urges the Illinois General Assembly to approve funding of such a feasibility study; and

BE IT FURTHER RESOLVED that should these routes be deemed to be feasible for construction as tollways, that the Illinois General Assembly proceed in an expeditious fashion with establishing the necessary authorities, and pass such legislation as needed to build FAP 426 and FAP 431 as tollways.

BE IT FURTHER RESOLVED that the CHAIRMAN of the DU PAGE COUNTY BOARD and the County Clerk be and they are hereby directed to execute this Resolution on behalf of the County Board.

BE IT FURTHER RESOLVED that the COUNTY CLERK transmit certified copies of this Resolution to the Hon. James R. Thompson, Governor, State of Illinois; John D. Kramer, Secretary, Illinois Department of Transportation, 2300 So. Dirksen Parkway, Springfield, Illinois 62764; Illinois State Legislators representing Du Page County from Districts 2, 6, 39 and 40 and 41; Chairman /Benedict Garmisa, Illinois Transportation Study Commission, /524 S. 2nd St. Rm 485 Springfield, Illinois 62701; Chairman; Hon. Ronald Da Rosa, President, Du Page Mayors and Managers Conference, Inc. 31 S. Prospect St. Roselle, Illinois 60172; Joseph H. Abel, Director, Du Page County Regional Planning Commission, Chairperson, Du Page County Regional Planning Commission, and the Chairman of the Du Page County Board.

Adopted this 24th day of February 1981.

Jack T. Knuepfer
Chairman, Du Page County Board

Attest:

Jay C Brunsett
County Clerk

Approved as to form:
Joseph S. Borgogno
Assistant State's Attorney

Date: 2/24/81

CD 02-81, CD 03-81, CD04-81, CD 05-81 80 copies

STATE OF ILLINOIS)
) SS.
COUNTY OF DU PAGE)

I, Jay C. Bennett, Sr., County Clerk and Clerk of the County Board, in the County and State aforesaid, and keeper of the records and files thereof, to hereby certify the foregoing to be a true and correct copy of a RESOLUTION adopted by the County Board at a meeting held at the Du Page Center, 421 N. County Farm Road, Wheaton, Illinois, on the 24th day of February A.D. 1981, with 24 in favor, _____ opposed, _____ abstentions, _____ present and 1 absent.

All of which appears from the records of the proceedings of said County Board now in my office remaining.

Given under my hand and official seal at Wheaton, Illinois, this 25th day of February, A. D. 1981.

Jay C. Bennett, Sr.
County Clerk
and Clerk of the County Board
of DuPage County, Illinois.

Testimony/U.S. Senate Hearing on Federal Participation in Tollway Construction

I come here today in two capacities, as Vice President of the DuPage County Mayors and Managers Conference and as President of the Village of Roselle.

The Mayors and Managers Conference which was founded in 1971 and represents 34 municipalities in DuPage County, is an organization of municipalities which, as part of its function, operates to influence legislation needed by municipalities. The conference also bears the responsibility of recommending highway priorities and funding throughout the county in a sophisticated procedure which will be explained by Bernie Oglietti, Chairman of the transportation subcommittee. One of the conference concerns is funding of highways to keep pace with the rapid growth of the county. The conference has unanimously passed resolutions supporting a tollway feasibility study for both FAP 426 and FAP 431, which I would like to present as part of the record. The conference also has consistently supported the construction of these roadways. The combination of federal funds and tollway user fees will maximize the amount of roadway which can be constructed. In our urban area, this maximization is important. Although DuPage County is the second largest county in Illinois and has a projected year 2000 population of 900,000, the county has no north-south expressway/limited access highways. In addition, the corridor along the DuPage/Cook County line with the Village of Schaumburg projected to be the 2nd largest city in Illinois, has seen increased expansion of industry and housing but no limited access highway. Historically, we have been supporting these roadways and attempting to get them built for a long time.

In 1981, the Illinois Transportation Study Commissions recommendations to the Illinois General Assembly stated:

1) That a feasibility study to consider the possibility of constructing some of these facilities as tollways and/or partially subsidized tollways be authorized and funded by the State, such study to be completed by December, 1982; and

2) That the following corridors be included in the study:

    FAP420 Richmond-Waukegan
    FAP432 Lake-Will, in Lake County
    FAP431 Lake-Will, Army Trail to I-80
    FAP426 Elgin-O'Hare

This study is not complete, but our understanding is that the recommendation will be a joint federally funded and toll facility.

Both FAP426 and 431 have considerable acquired right of way set aside for the roadway.

In the Village of Roselle files, minutes of public hearings on FAP426 go back to 1969, resolutions have been passed over the years supporting the project. In 1976, the Illinois Transportation Study Commission recommended completion of FAP431 by the year 1978 and FAP426 by 1995.

It would now appear that these or any projections regarding construction will not be possible without the option of a combination federally funded/toll road and we urge you to consider this and support Senate Bill 534 as a way of maximizing dollars and speeding construction.

As the Mayor of Roselle, a village along the Elgin-O'Hare (FAP426) corridor, I would like to briefly explain our village's individual support of the proposed legislation.

First, Roselle has expanded in a short ten years from a small farm community to a suburb of 17,000 people with continued projected growth. Our neighbors along the corridor are experiencing similar growth. Howver, the major highway running through Roselle, Route 19, has not expanded, nor is expansion very practical as the roadway centers in the older parts of town and extensive expansion would wipe out our business community. Other communities along 19 have similar problems. However, growth continues and extreme traffic congestion results. The expressway/tollway is necessary to alleviate this congestion.

In addition, while our quiet residential community is attractive to continual residential growth, industrial growth is hampered by congestion and the lack of a freeway system. The new freeway/tollway would stimulate economic development in our corridor, easing the tax burden of our residents. Between Roselle and Hanover Park alone 800 acres have been set aside along the FAP426 corridor and are awaiting industrial development.

Finally, since the early 1970's a strip of vacant land has divided the north and south sides of our community and development has progressed as if the roadway were to be built. We have been talking about the road since 1969 and the projected construction date keeps stretching out.

The Village of Roselle testified favorably before an IDOT public hearing in 1971 and once again in 1976. We urge you to take the action that would make funding these roadways possible.

Sandra Birdsall,
Mayor, Village of Roselle
Vice President, Mayors and
Managers Conference

7/5/83

RESOLUTION 1982-83-10

A RESOLUTION URGING THE UNITED STATES CONGRESS TO CONSIDER CO-MINGLING OF FEDERAL FUNDS WITH STATE AND LOCAL FUNDS RELATIVE TO THE CONSTRUCTION OF FAP426 AND FAP431 AS TOLL ROADS

WHEREAS, the DuPage Mayors and Managers Conference is a corporate entity chartered within the State of Illinois and the County of DuPage, representing thirty-four municipalities with a combined population of over 530,000 citizens; and

WHEREAS, the DuPage Mayors and Managers Conference is organized among other reasons to discuss and direct the concerns of municipal officials toward mutual problems and to seek resolution of such problems; and

WHEREAS, the DuPage Mayors and Managers Conference has supported the construction of FAP426 and FAP431 as toll roads (Resolution 1982-83-03 attached herein); and

WHEREAS, it has become apparent that it will be necessary to have Federal participation in the funding of these routes to insure their construction; and

WHEREAS, Federal participation in the funding of toll roads is currently not allowed;

NOW, THEREFORE, BE IT RESOLVED that the DuPage Mayors and Managers Conference does urge the United States Congress to authorize the co-mingling of Federal funds as necessary to allow the construction of FAP426 and FAP431 to take place;

BE IT FURTHER RESOLVED that a copy of this resolution be transmitted to the DuPage County Federal Legislative Delegation, President Reagan, the Illinois Department of Transportation, the

Chicago Area Transportation Study Executive Committee, the Illinois Transportation Study Commission, Illinois Toll Highway Authority, and Illinois Municipal League.

PASSED AND APPROVED by the DuPage Mayors and Managers Conference on this 19th day of January, 1983.

Janice Gerzevske, President

ATTEST:

Gregory Bielawski, Secretary-Treasurer

RESOLUTION NO. 1982-83-03

A RESOLUTION STRONGLY SUPPORTING FEASIBILITY STUDIES FOR FAP 426/431

WHEREAS, the DuPage Mayors and Managers Conference is a corporate entity chartered within the State of Illinois and the County of DuPage, representing thirty-four municipalities with a combined population of over 530,000 citizens; and

WHEREAS, the DuPage Mayors and Managers Conference is organized among other reasons to discuss and direct the concerns of municipal officials toward mutual problems and to seek resolution of such problems; and

WHEREAS, the DuPage Mayors and Managers Conference has already requested, through the Illinois Transportation Study Commission that the Illinois General Assembly fund a feasibility study for tollway routes in the 426 and 431 corridors; and

WHEREAS, the DuPage Mayors and Managers Conference and DuPage County feel that these facilities are vital and need to be constructed from Army Trail Road to I-55 for FAP-431 and from U.S. 20 in Elgin to Irving Park Road in the vicinity of O'Hare Airport for FAP-426, in the immediate future; and

WHEREAS, it appears that the state freeway construction program does not include completion of these routes in the immediate future;

NOW, THEREFORE, BE IT RESOLVED that the DuPage Mayors and Managers Conference strongly supports the action taken by the Secretary of Transportation to undertake the feasibility studies for FAP-426 and FAP-431;

BE IT FURTHER RESOLVED that the feasibility study should address the following:

1) Is FAP-426 feasible as a freeway, a tollway or as a combination funding package?

2) Is FAP-431 more feasible as a freeway, a tollway or as a combination funding package?

3) Is it more feasible to do FAP-426 and FAP-431 independent of one another?

4) Is it more feasible to consider FAP-426 and FAP-431 together as a system?

BE IT FURTHER RESOLVED that should these routes be deemed to be feasible for construction as tollways or through the use of combination funding that the Illinois General Assembly proceed in an expeditious fashion with establishing the necessary authorities, and pass such legislation as needed to build FAP-426 and FAP-431 as tollways;

BE IT FURTHER RESOLVED that a copy of this resolution be transmitted to the DuPage Legislative Delegation, the Illinois Transportation Study Commission, Secretary of Transportation John Kramer, and the Illinois Municipal League.

PASSED AND APPROVED by the DuPage Mayors and Managers Conference on this 20TH day of OCTOBER, 1982.

Janice Gerzevske

Janice Gerzevske, President

ATTEST:

Gregory Bielawski, Secretary-Treasurer

RESOLUTION NO. 1980-81-13

A RESOLUTION URGING THE GENERAL ASSEMBLY TO IMPLEMENT A FEASIBILITY STUDY OF FAP 426/431 AS TOLLROADS

WHEREAS, The DuPage Mayors and Managers Conference is a corporate entity chartered within the State of Illinois and the County of DuPage, representing thirty-three municipalities with a combined population of over 480,000 citizens; and

WHEREAS, the DuPage Mayors and Managers Conference is organized among other reasons to discuss and direct the concerns of municipal officials towards mutual problems and to seek resolution of such problems; and

WHEREAS, the DuPage Mayors and Managers Conference has already requested, through the Illinois Transportation Study Commission, that the Illinois General Assembly fund a feasibility study for tollway routes in the 426 and 431 corridors; and

WHEREAS, the DuPage Mayors and Managers Conference and County of DuPage feel that the facilities are vital to the county and need to be constructed in the immediate future for FAP 431, from Army Trail Road to I-55 and FAP 426, from U.S. 20 in Elgin to Irving Park Rd. in vicinity of O'Hare Airport; and

WHEREAS, it appears that the state freeway construction program does not include completion of these routes in the immediate future;

NOW, THEREFORE, BE IT RESOLVED that the DuPage Mayors and Managers Conference urges the Illinois General Assembly to approve funding such a feasibility study; and

BE IT FURTHER RESOLVED that should these routes be deemed to be feasible for construction as tollways, that the Illinois General Assembly procede in an expeditious fashion with establishing the necessary authorities, and pass such legislation as needed to build FAP 426 and FAP 431 as tollways.

BE IT FURTHER RESOLVED that a copy of this resolution be transmitted to the DuPage Legislative Delegation, the Illinois Municipal League, and the Illinois Transportation Study Commission.

PASSED AND APPROVED by the DuPage Mayors and Managers Conference on this eighteenth day of February, 1981.

Ronald A. DaRosa, President

ATTEST:

Kurt Bressner

Kurt Bressner, Secretary-Treasurer

RESOLUTION 1979-80-17

A RESOLUTION SUPPORTING THE CONSTRUCTION OF THE ELGIN/O'HARE EXPRESSWAY, FAP 426

WHEREAS, the DuPage Mayors and Managers Conference is a corporate organization representing thirty-two local government bodies in DuPage County with a collective population of over 480,000 Illinois residents; and

WHEREAS, the DuPage Mayors and Managers Conference through its Transportation Committee has been designated by Chicago Area Transportation Study as the appropriate local official representing the DuPage County region for the purpose of transportation planning; and

WHEREAS, the DuPage County Regional Planning Commission has completed a preliminary recommended highway program for DuPage County which has been reviewed by all affected jurisdictions in DuPage County; and

WHEREAS, one of the recommendations of the DuPage County Highway Program is the implementation of the Elgin/O'Hare Freeway ground access to O'Hare International Airport Terminal; and

WHEREAS, the projected volume on the Elgin/O'Hare Freeway for the year 2000 is in excess of 100,000 trips per day; and

WHEREAS, municipalities within the Elgin/O'Hare Freeway corridor have planned for relief of heavy congestion along corridor routes as a result of the construction of this facility; and

WHEREAS, the Elgin/O'Hare Expressway will accomplish efficient and safe movement of traffic, separation of thru traffic and local traffic, and provide the western suburban necessary areas access to O'Hare International Airport; and

NOW, THEREFORE, BE IT RESOLVED by the DuPage Mayors and Managers Conference that the Conference strongly urges the Illinois Department of Transportation to make funds available to complete feasibility and alignment studies for the proposed expressway and to complete acquisition of right-of-way; and

BE IT FURTHER RESOLVED that an expeditious decision be made by the Illinois Department of Transportation and the U. S. Department of Transportation as to the feasibility and the probability of the Elgin/O'Hare Expressway and that such information be provided to the municipalities within that corridor so that parallel and contiguous transportation routing may be planned for; and

BE IT FURTHER RESOLVED that the DuPage Mayors and Managers Conference regards the construction of the Elgin/O'Hare Expressway as being critical to the reduction of traffic congestion on Irving Park Road; and

BE IT FURTHER RESOLVED that such a facility with a link to a western access to O'Hare International Airport should be an integral of the commercial development of the western region of the airport as well as an aid in relieving congestion and related parking problems and time delays at the O'Hare International Airport facility.

PASSED AND APPROVED BY THE DUPAGE MAYORS AND MANAGERS CONFERENCE this 19th day of March, 1980.

Alfred J. Stramaglia
Alfred J. Stramaglia, President

ATTEST:

Bill Perry
Bill Perry, Secretary-Treasurer

DUPAGE MAYORS AND MANAGERS CONFERENCE, INC.

RESOLUTION 76-77-9

Strongly Urging Action on FAP 431 by the State of Illinois

WHEREAS, the DuPage Mayors and Managers Conference, Inc. represents all of the thirty-four municipalities in DuPage County; and

WHEREAS, the State of Illinois Department of Transportation has planned for the construction of a major freeway running north and south between the north limits of DuPage County to the south limits of DuPage County, said freeway previously designated as FA 61 is presently designated as FAP 431; and

WHEREAS, said freeway was proposed to improve north and south traffic flow through DuPage County; and

WHEREAS, said freeway will intersect Interstate 55, the East West Toll Road, the North West Toll Road, and other major east west roads within the Chicago Metropolitan area; and

WHEREAS, a portion of FAP 431 has been constructed from Dundee Road south to Army Trail Road; and

WHEREAS, approximately twenty-six (26) percent of the necessary right-of-way has been acquired for the construction of FAP 431 between Army Trail Road and Interstate 55; and

WHEREAS, the municipalities of DuPage County will benefit from this north south freeway; and

WHEREAS, a north south freeway route in DuPage County will relieve the traffic congestion on the present north south street network in DuPage County; and

WHEREAS, the municipalities situated within the area of the proposed new freeway have planned for said freeway in their master plans; and

WHEREAS, the municipalities affected by the freeway have strived to restrict development within the proposed alignment of said freeway; and

WHEREAS, the present location for FAP 431 will provide the least impact upon the area; and

WHEREAS, the alignment for said freeway had been designated by the State of Illinois Department of Transportation and approved by the municipalities between the years 1968 and 1970; and

WHEREAS, the State has repeatedly advised many of the municipalities of DuPage County that this freeway will be constructed; and

WHEREAS property owners in the proposed alignment area have generally been deterred from developing their property due to possible acquisition of their properties;

NOW, THEREFORE, BE IT RESOLVED that the DuPage Mayors and Managers Conference, Inc. strongly urge action on FAP 431 by the State of Illinois as follows:

1. Adequate monies be set aside by the State of Illinois Department of Transportation and the Federal Government to fund said freeway;
2. Acquisition of the necessary right-of-way to construct said freeway be implemented immediately;
3. The proposed FAP 431 freeway between Army Trail Road and Interstate 55 be constructed as soon as sufficient right-of-way is acquired.

BE IT FURTHER RESOLVED that copies of this Resolution be forwarded to the Honorable Daniel Walker, Governor of the State of Illinois, Springfield, Illinois, 62706; to Mr. Langhorne Bond, Director and Administrator of the Department of Transportation, Illinois Department of Transportation, 2300 South Dirksen Parkway, Springfield, Illinois, 62764; to Mr. Sigmund Ziejewski, District Regional Engineer, Region 1, Illinois Department of Transportation, 1000 Plaza Drive, Schaumburg, Illinois, 60196; to the Honorable Harris W. Fawell, State Senator, 41st District, State Capitol Building, Springfield, Illinois, 62706; to the Honorable Giddy Dyer, State Representative, 41st District, State Capitol Building, Springfield, Illinois, 62706; to the Honorable George (Ray) Hudson, State Representative, 41st District, State Capitol Building, Springfield, Illinois, 62706; to the Honorable J. Glenn Schneider, State Representative, 41st District, State Capitol Building, Springfield, Illinois, 62706.

PASSED AND APPROVED BY THE DUPAGE MAYORS AND MANAGERS CONFERENCE INC. on this 21st day of July, 1976.

Constance C. Zimmermann

Constance C. Zimmermann, President

ATTEST:

W C Dixon

William C. Dixon
Secretary-Treasurer

Alternative Development Strategies For FAP 431

5

Prepared By:
DuPage County Development Department - Planning Division 2/25/81

INTRODUCTION

This report presents a preliminary "sketch" analysis of the viability for constructing and operating the FAP 431 highway extension as a toll facility. The proposed extension of FAP 431 from Army Trail Road to I-55 (and eventually I-80) is recommended on both the Year 2000 Street and Highway Plan for Du Page County and the Year 2000 Transportation Systems Development Plan for the six-county region. (See Figure 1). Traffic projections for the Year 2000 are as high as 76,000 vehicles per day, with many of these trips diverted from parallel streets in the County.

The FAP 431 extension from Army Trail Road to Butterfield Road (Ill. 56) is currently programmed for construction with Crosstown (Interstate) Transfer monies. Approximately $120 million has been allocated for this project. There appears to be little likelihood, however, of money becoming available in the foreseeable future to extend this facility the remainder of the distance to I-55. Consequently, there exists the potential for increasing congestion and delay at key intersections along Butterfield Road from Ill. 53 through Highland Avenue; the degree of impact depending on the duration of the "temporary" terminus of the freeway extension at Ill. 56.

Based upon the benefits of the FAP 431 extension to the County and communities in the corridor, notably traffic diversion from parallel streets and economic development impacts, and the potential for significant negative impacts if the extension is terminated at an arterial highway, the Du Page County Planning Department has evaluated the concept of toll-financing for constructing and operating the FAP 431 extension from Army Trail Road to I-55. As is discussed later in this report, the Illinois Legislature must first authorize a study to determine the financial feasibility of a tollway before an independent authority could be created to construct and operate it. This report is not a substitute for such a detailed engineering and economic evaluation; however, it does support the viability of a toll highway in the corridor and the need for a feasibility study.

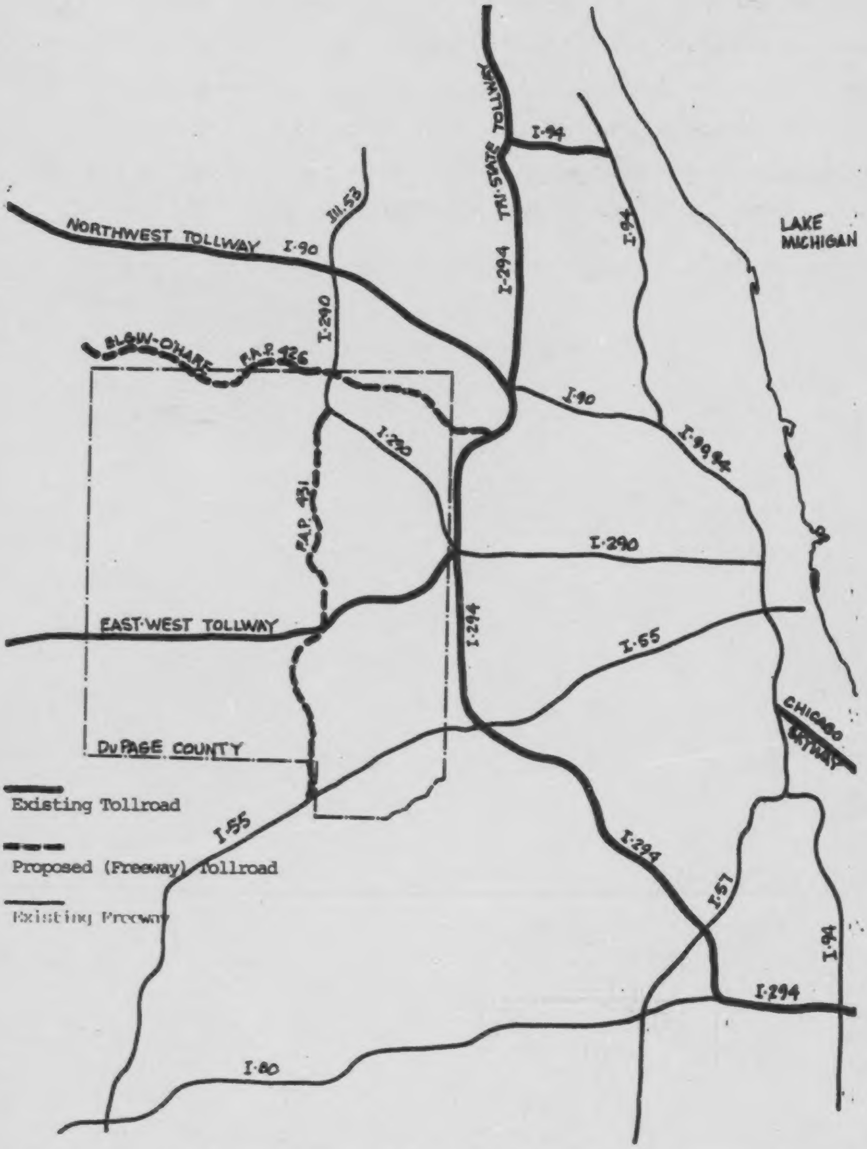

LAKE MICHIGAN
TRI-STATE TOLLWAY
I-94
I-94
NORTHWEST TOLLWAY
I-90
Ill.53
I-294
I-290
ELGIN-O'HARE
F.A.P. 426
I-90
I-290
I-90,94
F.A.P. 431
I-290
EAST-WEST TOLLWAY
I-294
I-55
DuPAGE COUNTY
CHICAGO SKYWAY
I-55
I-294
I-57
I-94
I-294
I-80
Existing Tollroad
Proposed (Freeway) Tollroad
Existing Freeway

Figure 1. Location of FAP 431 and Other Tollroads and Freeways in Northeastern Illinois.

TOLL FACILITIES IN THE UNITED STATES AND ILLINOIS

Financing new highway construction through tolls charged to the user, offers several advantages over the traditional method of tax support. The obvious one is that the users themselves bear all, or a high proportion of the cost of construction and annual maintenance and operation, thereby effectively increasing funds available for other projects. In fact, this may be the only means for building needed highway facilities in an era of funding constraints. The users of a toll facility who also contribute taxes to state and federal highway funds, are not "victims" of double taxation, since they are paying for premium service in the form of higher travel speeds and quality of riding surface. The accident rates on toll facilities are also generally less than those for freeways and expressways. The driver, of course, always has a choice between use of a toll facility and alternate arterial or freeway routing.

There are presently close to 4,500 miles (1976 estimate) of tollraod mileage in the United States today. Many of the early systems constructed in the 40's and 50's are nearing the point where they will have retired their bonded indebtedness. When that occurs, toll charges on the facilities will be eliminated as required by Federal and most state legislation and will revert to the state for maintenance and operation.

Because construction costs and interest rates were quite low when these early facilities were built, most of these highways operate with relatively low toll charges, averaging close to 2.5¢ per mile. The Illinois Toll Highway system, with a typical mainline toll of 30¢ per passenger car is near this average.

Many of these existing tollroads were financed by user fees (and in some cases, tax support), due to the lack of state or federal funds to finance the project.

As the cost of highway construction escalates (inflation in 1980 was approximately 20%), and interest rates rise, the financing of toll facilities by user fees alone becomes more difficult. In fact, most recent toll highway projects have had to rely on some form of partial tax support in order to make the project financially "feasible". Several innovative concepts for constructing toll highways with a combination of tax support and user tolls have been utilized, including:

1) Direct state, county or municipal tax support(i.e., Motor Fuel Tax) for construction (Kentucky, Colorado, Richmond, Va.)
2) Pledge of a percentage of annual state or county revenue (Kentucky, Florida)
3) Lease of toll highway by state Department of Transportation which pays for annual maintenance and operation (Kentucky)

Any one (or combination of) these techniques, or even an entirely new concept could be used to help defray the cost of construction and operation of a new toll highway. The Federal Government has also generally relaxed its rules and regulations regarding its participation in toll highway construction. Although little precedent has been established for the direct use of Federal-Aid-Highway Funds, the State of Louisiana did investigate the possibility and eventually reached an agreement with the Federal Government for the use of such funds, (although they were never expended).

New Toll Highway Construction in Illinois

Under present State of Illinois legislation, the Illinois Toll Highway Authority (ITHA), cannot construct any tew toll highway mileage (this does not apply to new or improved interchanges, rehabilitation, reconstruction, etc.). An independent tollway authority would have to be created by the State Legislature to construct and operate a new toll facility. This new authority could still take advantage of the experience and expertise of the ITHA by contracting for the annual maintenance and operation (toll collection,etc.) of the tollway. Prior to the establishment of this authority, however, the State Legislature must first authorize the funding of a study to establish the financial feasibility of the proposed tollroad. As discussed previously, financial feasibility is not determined solely on the basis of user-generated revenue and cost, but can include a partial tax support.

Note: Based on review of this report by Illinois Toll Highway Authority (ITHA) and IDOT officials, it was determined that a new Toll Authority would not have to be created to construct a tollway extension of FAP 431. Separate accounts for FAP 431 would have to be maintained, however, by the ITHA.

ASSUMPTIONS AND PARAMETERS USED IN THE FAP 431 TOLLWAY COST-REVENUE ANALYSIS

Tollway Design

The average projected tollway volume for the Year 2000 (based on the extension of FAP 431 from Army Trail Road to I-55), is approximately 60,000 vehicles per day. Based upon a peak-hour design volume factor of 6% (heaviest direction), the volume/capacity (v/c) ratios and level of service for a 4-lane and a 6-lane freeway are shown below.

Design Year(2000) Volume	4-lane freeway capacity	v/c	Level of Service	6-lane freeway capacity	v/c	Level of Service
3600 per hour (one direction)	4000 per hr.	.9	D/E	6000 per hr.	.6	C

A six lane facility would provide a higher level of service, especially desirable for encouraging trips to divert to a toll facility. A six-lane facility also provides sufficient reserve capacity to accommodate traffic volumes greater than the somewhat conservative estimates forecast for a toll facility in this report.

With construction costs rising as rapidly as they have in recent years, there would be no economic advantage in initially building a four-lane facility and then later expanding to six lanes. A built-in large capital outlay only 10 years or so after initial construction might result in a lowered bond rating and hence higher interest rates for the initial bond issue. Also, the use of Federal Funds might require that the tollway initially be constructed with a 6-lane cross-section.

Construction and Operating Costs

Total project construction cost was estimated, using IDOT programmed cost for similar projects and a 1977 feasibility study for the Fox Valley Tollway done by Wilbur Smith and Associates. Costs were inflated to estimate 1981/82 construction bidding. The table below lists the amount estimated for the various components of construction. Total project cost for the extension of FAP 431 as a 6-lane tollway to I-55 is $187 million, and for the partial extension to Ill-5, $92 million dollars.

TABLE 1. Tollway Cost Estimates

Item	Army Trail to I-55 Cost (millions of $)	Army Trail to Ill.5 Cost (millions of $)
Construction[1]	$78	$37
Interchanges	45[2]	25[3]
Right-of-Way	23[4]	10[5]
Utilities/Adjustments	9	4
SubTotal	$155	$76
x 10% contingencies	$ 16	$ 8
x 10% engineering	$16	$ 8
TOTAL	$187	$92

---

[1] Includes grading, excavation, mainline pavement, toll collection facilities, structures over streams and railroads and other related costs.

[2] Partial interchanges at Maple Avenue, 75th St., I-55, and Army Trail Road/full interchanges at North Avenue, Ill.38, Ill.56 and Ill. 5.

[3] Partial interchange at Ill.5/full interchange at North Ave., Ill 38 and Ill.56.

[4] IDOT Estimate

[5] DCRPC Estimate

An annual maintenance and operating cost was developed on a per mile basis from the Fox Valley Tollway study previously cited. Assuming the tollway open to traffic in 1985, the estimated first-year maintenance and operating cost is $3,350,000, (approximately $200,000 per mile, including toll collection). A long-term inflation rate of 6% per year was used to estimate future annual operation and maintenance cost over the 36-year operating life of the bond issue.

Net Interest Cost

Due to the uncertainty associated with estimating a "net interest cost" (average of coupon interest rates for the bond issue), a range of interest rates was used for cost/revenue evaluation. The 6% and 8% rates are certainly comparable to the coupon rate (and yield) for bonds currently being traded on the secondary bond market. Recent tax exempt bond issues for various public purposes have varied between 7% and 11%. The Indiana Toll Highway Commission recently authorized a 200 million dollar bond issue for rehabilitation work at a net interest cost of 10%. This might reflect some "risk" associated with the level of future traffic volumes (due to energy impacts) by investment analysts; however, the improvement itself would not result in significant traffic (and hence revenue) increases, which might also have been a factor in determining interest cost. For purposes of final analysis, an 8% net interest cost on a tollway bond issue was assumed in determining tollway viability.

Traffic Projections

Year 1990 and 2000 traffic projections for the FAP 431 freeway (6-lane) from Army Trail Road to I-80), were used in this analysis. These projections were based on the adopted highway plan network and reflect the most recent estimates of future population, employment and land use in Du Page County and the remainder of the region. Since the projections assumed the freeway extended down to I-80, traffic volumes were factored to account for a shorter facility length. Based on a selected link analysis for FAP 431, traffic volumes for the extension to I-55 were estimated to be 90% of those projected for the full length of the freeway. If the facility were terminated at Ill. 56 or Ill. 5, an estimated 85% of the total would remain on the freeway. Both of the estimates assume that Illinois Route 53 would be widened from 2 to 4-lanes between Butterfield Road and Royce Road (Will County). Year 1995 traffic was interpolated between 1990 and 2000 projections, while a 5% annual traffic growth was assumed in estimating 1985 traffic.

A simple impedance model was used to estimate the percentage of this projected freeway traffic that would be "captured" by a toll facility for a range of toll charges. The estimated share of tollway trips is calculated as shown below:

$$\%\text{ trips made on tollway } (T) = \cfrac{1}{1 + \cfrac{(I_{Toll})^3}{(I_{Free})^3}}$$

I_{Toll} and I_{Free} are the impedance values associated with the tollway and freeway respectively with I (impedance) representing the sum of both cost and travel time for a typical trip. Based on data available from the Du Page County Highway Study, an average trip length of 10 miles was used, and for cost purposes assumed one mainline toll and one ramp toll, for travel on the toll highway. Travel time was converted into travel cost (dollars) at one-half the average wage rate. An annual long-term inflation rate of 6% was used to determine wages at each five-year period through the Year 2000. A wage rate of $8/hr. was estimated for 1980. Because the toll charge becomes an ever-decreasing proportion of the hourly wage in the future, high toll charges will have the greatest impact during the early (first 5 to 10 years) period of tollway operation. By the Year 2000, even very high toll fares will still allow "capture" of 85% to 90% of projected freeway volumes. Estimated traffic volumes for both freeways and tollway alternatives are shown in Table 2.

Revenue Generation

Based on the process described above, the projected freeway volumes for each link of FAP 431 were factored to represent tollway traffic. Based upon the resulting volumes and analysis of the major trip movements inthe corridor, two mainline toll plazas and three ramp collection facilities were identified as shown in Figure 2. (The number of mainline facilities per mile is approximately the same as for the Illinois Toll Highway System). Because ramp volumes were not available to us for this study, the expected revenue generation was estimated from existing Illinois Tollway data based on the type of collection facility and the classification of the intersecting highway. Thr arterial ramps were assumed to generate 5% of an adjacent mainline tolls revenue, while the east-west tollway ramp toll was assumed to generate 12%.[1]

Average daily traffic at each mainline toll was multiplied by 365 (days in the year) and the toll charge to estimate toll revenue. Traffic volumes were estimated as described previously. No conversion of traffic volumes in vehicle equivalents to average daily traffic was done for the revenue analysis because the equivalency factor of 2-3 passenger cars per truck reflect approximately the same rate at which trucks generate revenue (i.e., at 15¢ per axle, a 5-axle truck equals 2.5 passenger cars).

---

[1] Based on data contained in "Comprehensive Travel Patterns and Characteristics Studies for the Illinois Tollway System - Vol. 1", Wilbur Smith and Associates, 1979.

TABLE 2. Projected Traffic Volumes

Year	Freeway/Army Trail To I-80	Freeway/Army Trail To I-55	Tollway/Army Trail to I-55	Freeway/Army Trail to Ill.5
1985	47,000 vpd [1]	42,000 vpd	33,000 vpd	37,000 vpd
1990	60,000	54,000	45,000	48,000
1995	66,000	60,000	51,000	53,000
2000	72,000	65,000	61,000	61,000

---

[1] vpd (vehicles per day) , trucks are converted to equivalent passenger car units

It should be noted that in the determination of revenues, zero growth in traffic was assumed beyond the Year 2000, and no factor for induced traffic (new trips generated by the facility), was made. The resulting estimates of revenue used in this analysis are therefore "conservative".

Bond Issue

A 40-year bond issue was assumed with an earning period of 36 years. If bonds were sold in 1981/1982, this allows three to four years for construction with the tollway open to traffic in 1985(by most estimates, a toll facility could easily be open to traffic within two years from the time the bonds were sold)

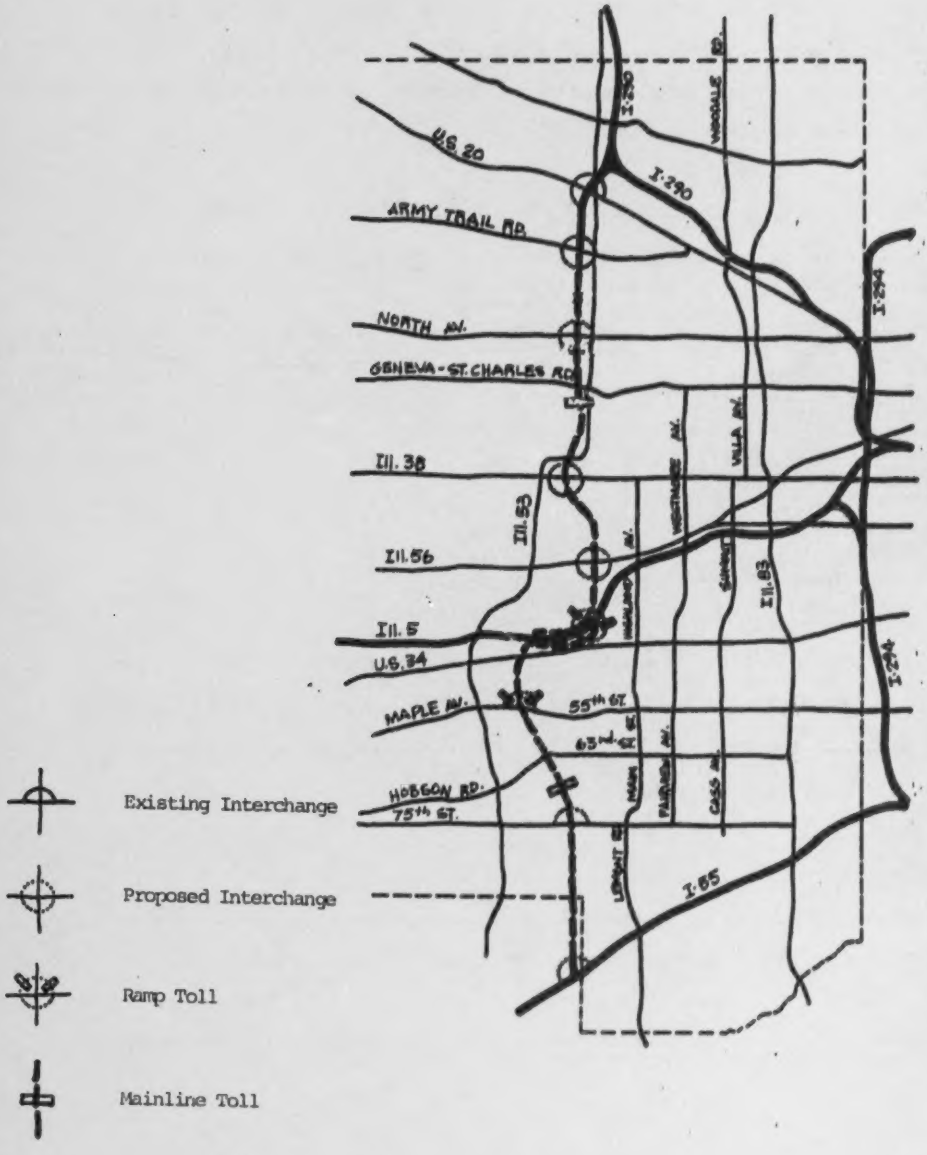

U.S. 20
ARMY TRAIL RD.
NORTH AV.
GENEVA-ST. CHARLES RD.
Ill. 38
Ill. 56
Ill. 5
U.S. 34
MAPLE AV.
55th ST.
63rd ST.
HOBSON RD.
75th ST.
I-290
I-290
WOODDALE RD.
I-294
I-294
Ill. 53
WESTMORE AV.
VILLA AV.
HIGHLAND AV.
SUMMIT
Ill. 83
MAIN ST.
FAIRVIEW AV.
CASS AV.
LEMONT RD.
I-55
Existing Interchange
Proposed Interchange
Ramp Toll
Mainline Toll

Figure 2. Location of Interchanges and Mainline and Ramp Tolls for FAP 431 Tollway

ANALYSIS OF TOLLWAY ALTERNATIVES IN THE FAP 431 CORRIDOR

Several alternatives for extending FAP 431 from Army Trail Road to I-55 have been analyzed and are discussed below (in no particular order of preference). Each alternative assumes that existing Ill. 53 from Butterfield Road south will be widened to 4-lanes with Crosstown Funding. Eventually the tollway could be extended to I-80; however, the most important section is the initial length from Army Trail Road to I-55. This facility subsequently serves trips of a more 'local'nature (i.e., less of a by-pass for interstate traffic and less diversion impact to the Tri-State Tollway). The advantages and disadvantages of each alternative are described in Table 5 at the end of this section.

Alternative 1. Army Trail Road to Ill.56/Crosstown (Federal and State) Funding

This option reflects the existing IDOT programming status for the FAP 431 extension. The concern with a "temporary" terminus of the freeway at Butterfield Road, however, is that additional funds of sufficient magnitude to complete the freeway to I-55 do not appear to be available in the foreseeable future. This, in turn, could lead to serious negative impacts on the arterial due to significant increases in projected traffic, especially at signalized intersections along Butterfield Road between Ill. 53 and Highland Avenue. Approximately $120 million is allocated for the extension to Butterfield Road. This amount, it is presumed, was based on 6-lane construction and also includes funds for addressing potential operation problems on Butterfield Road (i.e., a grade separation at Highland Ave. and Ill. 56).

Alternative 2. Army Trail Road to I-55/Toll Revenue and/or State Support

The next logical consideration, based on a "low" funding scenario, is the construction of a toll highway facility, where construction and annual maintenance and operating cost would be recovered through tolls collected from users of the facility or a combination of user-generated revenue and state support. The primary advantage of this approach is that it would be possible to construct the full length of the freeway extension (to I-55) at one time,[2] with the highway open to traffic much sooner (1983-1985) than would be possible if federal funds are utilized (1988-1990). This alternative could be entirely self-sufficient with a toll charge of 70¢ (mainline)/20¢ (ramp) for passenger cars. Alternately, a fare of 30¢ (mainline) and 10¢ (ramp) and a state support of $142 million would make the project financially feasible. See Table 3 for cost/revenue figures.

Alternative 3. Army Trail Road to I-55 /Toll Revenue plus Federal and State Support

This option is designed to take advantage of the fact that some money has been programmed for the FAP 431 corridor, relying on a combination of toll revenues and state and federal monies (state match is required for Crosstown funds), to construct the freeway from Army Trail Road to I-55. Limited precedence has been set for Federal (funding) involvement in the actual construction of a toll facility. The one area where this concept has been pursued is in Louisiana. In that case the Federal Government required that money "borrowed" be paid back and that toll charges be dropped once the bonded indebtedness has been retired (the latter is required by Federal Law and illinois State legislation, regardless of Federal participation). Depending on the interest charged for borrowing the Federal funds (our analysis assumes 0% interest), this option could keep toll charges to within reasonable levels,and because of the use of toll revenues to supplement Federal and state funds, the public benefit/cost ratio will be much higher than if the facility was entirely tax-supported. The disadvantage of this option is primarily one of timing. Presumably, since federal money would be involved, the project will have to go thorugh the normal channels of Federal review approval at each stage of project development, which increases the potential for project delay and hence, project cost. Also, even though construction must be underway by 1986, the Crosstown funds have been coming into the region very slowly, signifying another potential delay in project construction.

---

[2] Thereby eliminating any localized traffic problems associated with a partial extension of the freeway.

If $92 million of programmed Crosstown funds were utilized directly for the tollway (the remainder of the $120 million going towards improvements at Army Trail Road and Lake Street at the freeway/tollway, and for other improvements in the corridor)[3] and was not to be "paid back", the tollway would break even at toll charges of 50¢-60¢ (mainline)/20¢ (ramp) for passenger cars. Assuming a 15-year payback period (but no interest), a 60¢/20¢ toll would be required.

Alternative 4. Army Trail Road to Ill.5/Toll Revenue Ill.5 to I-55/Federal and State Funds

This option is the staging of freeway extension initially to the East-West Tollway with toll revenues only; and then the use of Federal Funds to complete the extension to I-55. The advantage of this option is that it effectively makes use of Federal funds indirectly with less potential for administrative delays. For example, the cost/revenue analysis for the first stage of freeway extension assumes that the Ill-5 to I-55 portion would be open to traffic by 1990 with subsequent increases in traffic and hence, toll revenue on the northern section.

This option also provides for a temporary termination of the freeway at another facility of freeway design (East-West Tollway). It should be pointed out, however, that Butterfield Road would still be impacted for a short time under this option, since a majority of the trips (50%) using the northern section of FAP 431 have a trip-origin or destination in the freeway corridor south of Butterfield Road, with Ill. 56 providing the primary east-west access to FAP 431. (With the exception of the scheduled Highland Avenue project, all of the East-West tollway interchanges between FAP 431 and Route 83 do not provide for both westbound entrances and eastbound exits). The obstacle to utilizing this option is likely to be the feasibility of a bond issue based on the use of Federal funds for completing the second stage of the extension. In other words, the bonds might not be sellable if based on anticipated Federal funding availability. This alternative could be financially viable at a passenger car toll of approximately 70¢(mainline)/ 10¢ (ramp).

---

[3] Even if the tollway were extended to I-55, consideration of a grade separation at Highland Avenue and Ill. 56 is recommended.

Alternative 5. Army Trail Road to Ill. 56/Federal and State Funds Ill. 56 - I-55/Toll Revenues

This option tries to circumvent the potential obstacles described above by timing tollway construction on the southern leg with actual extension of FAP 431 to Butterfield Road. Assuming that a bond issue for the southern portion of the extension would wait until Federal monies for the first stage were used (Optimistically assuming construction as required by law in 1986), then our calculated construction cost estimates would increase by 30% to 35% (in 1981/1982 dollars) due to inflation, thereby increasing either the toll charge or state tax support, or both, to make the project financially feasible.

This cost/revenue analysis for this alternative (See Table 3) serves to illustrade the expediancy with which action must be taken for any of the tollway alternatives in order that escalating costs do not further jeopardize project feasibility.

Table 3. **Cost/Revenue Analysis**

I. Alternatives 2, 3 - Toll Revenue (Required State/Federal Support is shown in parenthesis)

		30¢/10¢	40¢/10¢	60¢/10¢	60¢/20¢	70¢/10¢	70¢/20¢	
i =	6%	(136)	(95)	(20)	3	23	51	(deficit)
	8%	(142)	(119)	(63)	(44)	(29)	(6)	
	10%	(153)	(134)	(97)	(83)	(75)	(59)	

30¢ (mainline pass. car toll)
/10¢ (ramp pass. car toll)

II. Alternative 3 - Toll Revenue plus Federal Payback of $92 million (no interest)

		40¢/10¢	60¢/10¢	60¢/20¢	
i =	6%	(57)	20	37	(deficit)
	8%	(67)	(13)	(1)	
	10%	(75)	(39)	(31)	

30¢ (mainline pass. car toll)
/10¢ (ramp pass. car toll)

Note : The cost/revenue analysis assumes a constant toll schedule over the life of the project. Basing a bond issue on built-in toll increases would not appear to generate a good bond rating , and was therefore not analyzed in this report.

III. Alternative 4 - Toll Revenue Only (Army Trail - Ill. 5)

		30¢/10¢	40¢/10¢	40¢/20¢	60¢/10¢	60¢/20¢	70¢/10¢	
	6%	(54)	(27)	(16)	5	19	34	(deficit)
i.	8%	(63)	(46)	(38)	(21)	(11)	(1)	
	10%	(69)	(56)	(51)	(39)	(31)	(25)	

IV. Alternative 5 - State/Federal Funds (Army Trail - Ill. 5)
Toll Revenue Only (Ill.5 to I-55)[1]

		30¢/10¢	40¢/10¢	60¢/10¢	60¢/20¢	
	6%	(123)	(96)	(43)	(29)	(deficit)
i.	8%	(106)	(89)	(81)	(64)	
	10%	(107)	(94)	(89)	(69)	

The estimated deficits or surplus for each alternative are in 1981/1982 dollars. This deficit could be paid back on a uniform annual basis over the life of the loan to minimize initial state expenditures, or in one lump sum to reduce the initial bond issue. The former option could take the form of a pledge of state funds to the bond issue equal to this annualized deficit. If the toll highway volumes are higher than projected, this money may never even be used. This "limited" obligation of the state however, would require a change in existing state

---

1. Assumes tollway section under construction in 1986

legislation. The estimated annual cost to the state for repaying the projected deficit for a tollway extension of FAP 431 from Army Trail Road to I-55 is shown in Table 4. For comparison purposes, the amount of this annual payment as a percentage of regional and state highway budgets is also shown. The viability of tollway alternatives analyzed in this report is based on a present-worth comparison of costs and revenues over the life of the project. A feasibility study would also analyze the degree of level debt service coverage to determine financial feasibility.

Table 4. Annual Payment of Projected Deficit

	Deficit (Millions of $)	Annual Cost to State (Millions of $)	Annual Cost as a Percentage of Regional MFT/Veh.Reg.	Annual Cost as a Percentage of Average Regional Highway Program[2]	Estimated State Program FY '79
30¢/10¢	14.2	12.1	4.3%	11.5%	1.8%
60¢/10¢	6.3	5.4	1.9%	5 %	.8%

It should be noted that none of these alternatives preclude consideration of the extension of FAP 431 down to I-80 as shown on the Year 2000 TSD for the region. From a cost/revenue standpoint, it would require higher absolute state and federal support at each toll level compared to the extension down to FAP 431. While projected traffic data indicate a substantial amount of trip ends in Du Page County itself, the full extension to I-80 creates, in effect, a westerly 'by-pass' through the region (traffic diverted principally from I-294). Presumably, many of these interstate trips would be trucks. A full assessment of land use, noise, air and other environmental impacts need to be addressed before any informed decision can be made on the immediate extension to I-80 (the current IDOT FAP 431 Environmental Impact Statement (EIS)/Design Report is only for the extension from Army Trail Road to I-55).

---

[1] Based on 1978 estimate

[2] Projected average for Fy'81-FY'85 (does not include Interstate Transfer Funds)

Table 5 . Relative Merits of FAP 431 Corridor Alternatives

FAP 431 Extension:

From	To	Funding Sources	Advantages	Disadvantages
1. Army Trail Road	Butterfield Road	Crosstown (Interstate) Transfer	1. Initiates construction of planned freeway extension.	1. "Temporary" terminus at Ill. 56, potentially shifts traffic flow problems from Army Trail Rd. and Lake Street.
			2. Low cost to State (15% local match).	2. Appears as though insufficient funds would be available in the foreseeable future to extend the freeway to I-55.
				3. Potential delays in Crosstown funding and normal time required for Federal review mean facility opening may be as late as 1990.
				4. Diversion of traffic from parallel streets not as great as for a full freeway extension.
2. Army Trail Road	I-55	Toll Revenue/ State support	1. Full FAP extension to I-55 can be completed and open to traffic relatively quickly (2-4 yrs).	1. Pledge, or direct use of State highway funds may be necessary to keep tolls at reasonable levels and still make the project financially feasible.
			2. User fees allow high benefit per dollar of public funds expended, including savings in annual maintenance cost.	
			3. High potential for traffic diversion from parallel streets.	

Table 5 .(cont.) Relative Merits of FAP 431 Corridor Alternatives

FAP 431 Extension

From	To	Funding Sources	Advantages	Disadvantages
3. Army Trail Road	I-55	Toll Revenue/Direct Federal and State Support	1. Full FAP extension to I-55 could be completed at one time.	1. Use of Federal funds directly requires special consideration by Govt. May potentially delay the project or jeopardize feasibility due to strict requirements for use of Federal monies.
			2. User fees allow high benefit per dollar of public funds expended.	2. Delays in Crosstown funding could increase tolls or bond issue or both, making the project financially infeasible.
			3. High potential for traffic diversion from parallel streets.	
4. Army Trail Road	Ill. 5 I-55	Toll Revenue/State Support Crosstown Funding/State Support	1. Full FAP 431 Extension to I-55 could be completed at one time.	1. Timing of construction staging is crucial. Feasibility of first section depends on traffic "generated" by southern section.
			2. Staging Tollway section first will minimize inflationary impacts. Crosstown funding is indexed to inflation rate.	2. May be hard to get a good bond rating if total project success depends on use of "uncertain" Federal funding.
			3. As long as it is truly temporary, terminating the tollway at another tollway facility presents less problems than terminating at an arterial.	
			4. Makes use of Federal funds indirectly, thereby reducing Federal "red tape".	

Table 5. (cont.) Relative Merits of FAP 431 Corridor Alternatives

FAP 431 Extension

From	To	Funding Sources	Advantages	Disadvantages
5. Army Trail Road	Butterfield Rd. (Ill. 56) I-55	Crosstown Funding (Federal/State)	1. Allows for complete extension of FAP 431 to I-55 2. Minimizes any disruption to current programming efforts. 3. Makes use of Federal funds indirectly, thereby reducing extra complications with the Federal government.	1. If construction of the southern toll section would have to be timed with northern section (1986 or 1987), substantial increases in construction cost and resultant bond issue might jeopardiz project. 2. Might be especially difficult to construct southern section first as a tollway because if Federal funds did not come through, this section would not serve the predominant travel pattern in the corridor.
- Army Trail Road	I-80	Toll Revenue/State or Federal Funding	1. Extension to I-80 would serve all projected vehicular travel demand projected for the FAP 431 corridor.	1. Would require higher absolute State/Federal support at each toll level compared to extension only to I-55. 2. Would create a "westerly by-pass" of the Chicago area through Du Page and Will County (See Figure 1.) with potential for undesirable noise and land use impacts. 3. More so than for the extension of FAP 431 only to I-55, the extension to I-8 would divert traffic from I-294 (See Figure 1.) with potential negative impacts to project feasibility due to revenue loss from I-294

RECOMMENDATIONS

1. Alternatives 2, 3 and 4 are potentially financially feasible projects at tolls of 60¢ (mainline) per passenger car and should be pursued in a detailed feasibility study authorized by the Illinois State Legislature.[5] Any of these options offers potential for the timely completion of the planned FAP 431 extension from Army Trail Road to I-55; providing needed highway capacity in the FAP 431 corridor and reducing traffic congestion on parallel streets. These alternatives make maximum use of public expenditure of funds by requiring users of the proposed facility to share in the cost of construction and maintenance.

2. These alternatives should be investigated as quickly as possible, since the financial feasibility is very sensitive to increases in project cost due to inflation. Local (County and Municipality) participation in the funding of a feasibility study might be a desirable way to demonstrate local commitment to the project, as well as expedite the tollway study.

3. Protection of right-of-way in the corridor should be continued by local jurisdictions until a decision is reached concerning the FAP 431 extension.

4. Any terminus of the freeway/tollway extension at Ill. 56 or Ill. 5 should be temporary (less than 5 years). Selection of either route as a terminus point could result in substantial negative traffic flow impacts on Butterfield Road, especially between Ill. 53 and Highland Avenue.

5. Several Alternatives would utilize, directly or indirectly, Federal Crosstown (Interstate) Transfer funds programmed for the FAP 431 corridor. Under Federal

---

[5] These tolls are out-of-line with tolls currently being charged in northeastern Illinois (East-West Tollway extension 60¢/Chicago Skyway 90¢).

requirements, a project must be under contract for construction in 1986 or the funds will be lost to the region. Therefore, every effort should be made in evaluating tollway options to avoid delays in current project scheduling which might place these funds in jeopardy.

Testimony
of
President Charles J. Zettek
Representing the
Northwest Municipal Conference
Before The
Senate Subcommittee on Transportation
July 6, 1983

Good Morning! My name is Charles Zettek, President of the Village of Elk Grove and member of the Transportation Committee of the Northwest Municipal Conference, an association of municipal and township governments representing a population in excess of 800,000 in North and Northwest Cook County. I appear before you today to express the strong support of the Village of Elk Grove and the entire Conference for the proposal advanced by Senator Charles Percy to make tollways eligible for receipt of Federal Highway Funding.

The Village, as well as the Villages of Hanover Park, Streamwood and Roselle have developed their comprehensive plans in the expectation of the construction of the Elgin O'Hare Expressway. The need for this high-speed arterial has been repeatedly documented and is expected to be reaffirmed by a special legislative commission of the Illinois General Assembly. The Village of Elk Grove has within its borders the nation's largest industrial park. In addition, the industrial and corporate office centers in Schaumburg and Hanover Park have made this area one of the fastest growing in the state.

While the need to transport people to the airport and these work centers is imperative, the funding of such a major program is not or is it expected to be a reality. The present estimates for such a major high-speed traffic limited access thoroughfare, such as the Elgin O'Hare Expressway is between $160 - $180 Million. Such funds are just not available.

The Northwest Suburban Area has provided for itself in the past. With the exception of a small length of I-290 or Route 53, every major expressway in the region is a toll facility. The cost burden, however, on this particular route would be so burdensome to the road patron as to preclude its development. We also recognize that a freeway designation would be beyond the scope of potential financing. This is the reason that we are encouraged and very supportive of a private-public partnership in the construction of these badly needed routes. The public financing of 50% of the cost would permit a competitive toll structure which would serve to enhance the badly needed job development so vital to the State of Illinois. We simply cannot afford to lose more jobs out of the region and state for the want of needed transportation systems.

In representing the Northwest Municipal Conference and all of its mayors and elected officials, I call upon you as the representatives of the people in Congress to permit the integrated use of these funds by eliminating the legal barriers which are acting to inhibit local development. In this way, by permitting a 50-50 participation we will be afforded the opportunity to make badly constrained highway dollars stretch farther and promote a high degree of participation in the planning and development process.

No one likes tolls or taxes. Right now the residents of Northwest Cook County are paying an inordinate amount of both. However, we believe the key to prosperity is industrial and corporate growth. The key to achieving that growth has been the ingenuity and tenacity of the local officials to overcome the "red tape" and effect a solution. This proposal is but a recognition and reaffirmation by the Congress of the ability of local officials to maximize these resources; Federal, State and local. I would be glad to answer any questions that you may have and thank the Chairman and the members of the Committee for the opportunity to evidence my support and that of my municipal and township counterparts.

Statement submitted to the Subcommittee on Transportation, Senate Committee on Environment and Public Works

Subject: Senate Bill S. 524
Submitted by Marion T. Hall, Director, The Morton Arboretum
Date: July 6, 1983

I wish to thank the Senate Committee on Environment and Public Works for inviting me by letter dated June 9, 1983, to give testimony. I am giving testimony against the passage of Senate Bill S524 because I believe this bill is disadvantageous to the health and welfare of the Morton Arboretum. Any high volume highway built near the Morton Arboretum's native forests will have deleterious effects.

The Open Lands Project of Chicago in a recent report shows Chicago and its six county area to be last in open space preservation among ten other large (similar in size) metropolitan areas. We still have a job to do preserving open space. It is particularly distressing when government takes already presumably secure open space, or if not a "taking" an impacting which limits and damages the land's usefulness and stability. The condition of humanity in the modern world demands that man respect and protect his open spaces, especially good ecosystems, or his long-term survival is threatened. The Morton Arboretum and other such institutions should be declared inviolate and their very surroundings should be developed only in ways which buffer and protect the institution's resources. Anything less is a dedication to narrow, limited, short-term goals destructive to the greater human values. Such a buffering action on government's part would ensure the protection and preservation of the values inherent in the Morton Arboretum, some few of which are:

1. Continuous responsible ownership is guaranteed indefinitely.

2. The area is completely fenced with cyclone fencing.

3. It is patrolled at no public expense.

4. Maintenance costs the general public nothing.

5. The Arboretum grounds are available every day of the year to the general public at a very low admission fee.

6. The Arboretum provides educational services and exhibits where people can get close enough to nature to understand, and then help solve, environmental problems. The grounds are heavily used by school groups at every level throughout the year.
7. Experimental plantings of many species are available for research in many fields.
8. The Arboretum staff is available for consultation with suburban agencies and organizations. Close contact with the landscape and growing conditions of the Arboretum provide staff members with a special familiarity with local problems.
9. Within the Arboretum are unique natural features with a history that has been researched and recorded.
10. Due to protection, the area has a special integrity seldom found in most open space. Original soil profiles, topographic and geologic features, and vegetation and ground water relationships have been preserved in large part. Sample areas with this integrity are essential to the future assessment of environmental change in a developing region.
11. The Arboretum encourages and supports research relating to its collections and environment.
12. Forty-two hundred kinds of plants from all over the world are grown in plantings totaling about 40,000 individual specimens.
13. Four hundred sixty-six kinds of native plants grow in natural or semi-natural ecosystems.
14. Twenty-two stands of forest communities, several kinds of reconstructed prairies, several marshes, lakes, streams, and numerous meadows occur for use in education, research, and for enjoyment.
15. The only ecologically well-structured, large stand of sugar maple forest in northern Illinois occurs on 100 acres at the east end of the Arboretum.

Examples of deleterious effects:

1. Shrub Collection. When Commonwealth Edison established its giant power line through the Arboretum in 1954, uses of the land beneath it became restricted. A vast and useful shrub collection was planted there because it could be tolerated by the utility. Both the establishment of this collection, the largest in one place in the world, in response to the Commonwealth

Edison intrusion and the recurrent plant damage near the East-West Tollway (from highway pollutants), have been very expensive to the Arboretum. Our plight seems to be one of having to react at our expense to the encroachments at our periphery. Our creation of buffers on our land to cope with peripheral impacts decreases the amount of land available for regularly projected Arboretum activities and research. Our expenditures for these coping procedures decrease the amount of money we have for projected activities and research. We are thus squeezed into spending our money to cope with outside-the-Arboretum changes over which we have no control. We feel that these relentless pressures not only threaten to impoverish the quality of our landscapes (and our educational and scientific activities that require these landscapes) but also jeopardize our capacity to carry out the charges set forth in our charter -- thus imperiling our very existence!

2. Puffer Lake. Puffer Lake was formed by an ice block as the Wisconsin ice sheet receded several thousand years ago. It holds a story in the layers of silt and mud of the early vegetation following the ice: the kinds of forests, the open prairie-like vegetation of the warm, dry-time; more forests, and the changes following settlement, i.e., the agricultural period and now urbanization! To destroy it is to deny that the past has meaning, that we are molded by our roots, that a sense of history is required to direct a sound, fulfilling future.

Puffer Lake has been a bird sanctuary since 1939. Its shores were partially planted in the beginning with trees, shrubs, and vines known to attract birds. The lake serves as a fine demonstration of the best situations for the enhancement and conservation of bird life. The first bird survey completed in 1940 showed 21 species of winter birds, 66 species of summer birds, 53 species of migrants, and a nesting population of 10 species with a total of 64 nests around the edges of the lake. When the East-West Tollway was built the situation deteriorated by 45 percent. If FAP-431 is built it will destroy the bird sanctuary and the lake for all natural values leaving no more than a catchment basin.

3. Sugar Maple Forest. Sugar maple forests are exceptionally resilient. They regenerate aggressively and they are pollution tolerant while oak forests are the converse. But with all of their vigor another highway encroaching on two sides will threaten the long-term survival of even our toughest forest and will certainly depauperate our numerous kinds of oak forests.

When ecosystems are impacted by man they suffer a loss of diversity and impoverishment occurs. Our native forests at the east end of the Arboretum are an exceptional example of the successional sequence of forest for the prairie-forest border: bur oak-white oak-red oak-sugar maple. This forest serves as a textbook example of the Continuum Theory of forest structure promoted by the famous ecologist, the late John T. Curtis of the University of Wisconsin. This forest is the best teaching tool in northern Illinois and through our staff and our guides serves to teach vegetational dynamics to thousands of school children, college students, and adults every year. A high volume of auto pollutants will be destructive of this forest which so valiantly demonstrates the beauty of the northern Illinois landscape.

The Morton Arboretum is long and narrow, too narrow to escape from serious outside impacts. If it were twice as wide and of around 3600 acres it might have a chance to survive without such serious degradation. It is amazing that so little effort has been made by governments and others to help structure the Arboretum for at least a condition above mere survival. It suggests that societal values are yet awry.

THE MORTON ARBORETUM

July 1980

Additional Remarks on Impacts of Proposed Highway FAP 431.

These notes update the report
of January 20, 1972, submitted
to the Department of Transportation,
Division of Highways, State of Illinois,

by Marion T. Hall
and Staff
The Morton Arboretum
Lisle, Illinois 60532

The Morton Arboretum is an outdoor museum of woody plants and natural areas. Its natural areas have been preserved and protected and its open areas have been planned and its living collections laid out for the combined purposes of education, research, and enjoyment. Since its founding by Joy Morton, Chicago industrialist, fifty-eight years ago, it has been open to the public, and this public continues to increase. During the year 1980 total attendance was around 500,000 visitors. Of these, 45,000 people had one to many educational contacts with our naturalists and teachers. Like all other institutions in DuPage County, including government, we can fulfill our obligations and services to the public far better when population growth is controlled and orderly, and when change is controlled and directed in such a way that damage or destruction is not wreaked upon society's revered institutions. Where change is so phenomenal it should be suppressed, and the problems solved in other ways which are more benign.

The Morton Arboretum trustees, staff, members, and alumni are very concerned about the continued detrimental impacts of peripheral developments on the Arboretum lands. We are also very much concerned that our presentation of facts, data, and concepts relating to actual and probable environmental deterioration of the Arboretum and surroundings are given such short shrift by local government and specialized agencies of government. Engineers know very little about deleterious impacts on natural environments, which is one of the reasons these environments are eroding in quality in the first place. Their concerns are often narrow, simplistic, short term, unilateral, and commercial. They should reflect broad, long term, multilateral, and steady state economic values which emphasize real wealth over exploitation. Local governments are very good at listening to the wrong people.

In spite of much that is said and written about the Arboretum and its value to the community, a look at history demonstrates that its lands have been deliberately sought as an easy way out for a developing region. Thus in the last 58 years encroachment has taken many forms:

1. 1922 - The meandering DuPage River was straightened by the County.

2. 1954 - Commonwealth Edison purchased and cleared high-line right-of-way through the southeastern portion.

3. 1957 - East-West Tollway was constructed through southern 1959 portion.

4. 1959 - Highway 53 was double-laned and a cloverleaf constructed in the center of the Arboretum.

5. 1959 - Northern Illinois Gas right-of-way obtained on lands belonging to the Arboretum south of the Tollway.

6. 1959 - DuPage River rerouted to Arboretum land after Highway 53 construction.

7. 1964 - Northern Illinois Gas Company destroyed the last natural prairie on the easternmost edge of the Arboretum on the 80-foot right-of-way it leased from Commonwealth Edison.

8. 1969 - Right-of-way for Downers Grove sewage system to serve businesses south of the Tollway was taken from eastern end.

9. 1969 - A new sewer line and lift station on Leask Lane were constructed, creating erosion, siltation, and even overflow of raw sewage across Arboretum lands. Air vented from this installation pollutes low-lying lands in our prairie restoration project.

10. 1969 - A major highway, FAP 431, proposed to take sections of the Morton Arboretum, 4 acres or more as a right-of-way strip north of the East-West Tollway and a 22-acre strip south of the East-West Tollway -- not yet built.

11. In addition to relinquishment of lands and disruption of drainage, the Arboretum has also suffered from pollution of the DuPage River caused by upstream communities; the location of a sewer plant immediately adjoining our picnic area; pollution and siltation of lakes due to inflow of water from private and public construction sites. General air and noise pollution, already serious, can only increase as further development of the region occurs. All of these changes call for adaptations on the part of the Arboretum and expenditure of funds that should go for more constructive parts of this privately funded institution's public program.

The Open Lands Project of Chicago in its recent Annual Report shows Chicago and its six county area to be last in open space preservation among ten other large (similar in size) metropolitan areas. We will have a job to do preserving open space, especially when large blocks of land like the Rice Estate become available. It is particularly distressing when government takes already presumably secure open space, or if not a "taking" an impacting which limits and damages the land's usefulness and stability. The condition of humanity in the modern world demands that man respects and protects his open spaces, especially good ecosystems, or his survival is threatened. The Morton Arboretum and other such institutions should be declared inviolate and their very surroundings should be developed only in ways which buffer and protect the institution's resources. Anything less is a dedication to narrow, limited, short term goals destructive to the greater human values. Such action on government's part would ensure the protection and preservation of the values inherent in the Morton Arboretum, some few of which are:

1. Continuous responsible ownership is guaranteed indefinitely.

2. The area is completely fenced with cyclone fencing.

3. It is patrolled at no public expense.

4. Maintenance costs the general public nothing.

5. The Arboretum grounds are available every day of the year to the general public at a very low admission fee.

6. The Arboretum provides educational services and exhibits where people can get close enough to nature to understand, and then help solve, environmental problems. The grounds are heavily used by school groups at every level throughout the year.

7. Experimental plantings of many species are available for research in many fields.

8. The Arboretum staff is available for consultation with suburban agencies and organizations. Close contact with the landscape and growing conditions of the Arboretum provide staff members with a special familiarity with local problems.

9. Within the Arboretum are unique natural features with a history that has been researched and recorded.

10. Due to protection, the area has a special integrity seldom found in most open space. Original soil profiles, topographic and geologic features, and vegetation and ground water relationships have been preserved in large part. Sample areas with this integrity are essential to the future assessment of environmental change in a developing region.

11. The Arboretum encourages and often supports research relating to its collections and environment.

12. Forty-two hundred kinds of plants from all over the world are grown in plantings totalling about 40,000 individual specimens.

13. Four hundred sixty-six kinds of native plants grow in natural or semi-natural ecosystems.

14. Twenty-two stands of forest communities, several kinds of reconstructed prairies, several marshes, lakes, streams, and numerous meadows occur for use in education, research, and for enjoyment.

15. The only ecologically well-structured, large stand of sugar maple forest in northern Illinois occurs on 100 acres at the east end of the Arboretum.

Examples of the Impact of FAP 431

Example 1.

One example of our problems of coping with intrusions or impacts upon our landscapes is our response to the construction of the Commonwealth Edison power lines through the southeast part of the Arboretum parallel to the Tollway. The power lines constrained our use of trees in a broad band so we systematically developed a vast shrub collection in and near the right-of-way zone. Patchy but serious die-off in certain groups of shrubs seemed to be associated with the Tollway, possibly from salt spray, so we has to undertake a methodical removal and relocation of shrub specimens to other areas of the Arboretum.

Both the establishment of the shrub collection in response to a large-scale impact on the Arboretum (Commonwealth Edison), and the present ongoing removal in response to recurrent plant damage near the Tollway have been very expensive for the Arboretum. Our plight seems to be one of having to react at our expense to the encroachments at our periphery. Our creation of buffers on our land to cope with peripheral impacts decreases the amount of land available for regularly projected Arboretum activities and research. Our expenditures for these coping procedures decrease the amount of money we have for projected activities and research. We are thus squeezed into spending our money to cope with outside-the-Arboretum changes over which we have no control. We feel that these relentless pressures not only threaten to impoverish the quality of our landscapes (and our educational and scientific activities that require these landscapes) but also jeopardize our capacity to carry out the charges set forth in our charter -- thus imperiling our very existence!

The Shrub Collection is located along the southeast boundary of the Morton Arboretum. It includes approximately 17,200 square feet. Its southern boundary extends in an east-west direction for 3,400 feet, approximately 50 neet north of and parallel to the Illinois Tollway (Ill. #5). The irregualrly shaped north border of the collection extends into the Arboretum for a depth of 400-600 feet from its southern boundary.

The Shrub Collection, planted in that latter part of the 1950s, was set up as the site of a living repository for a comprehensive collection of shrubs. The plants are arranged according to genus and planted in rows, with a block of rows containing members of a given genus. An inventory taken in 1977 accounted for 3,350 plants representing 77 genera growing in the collection. A shrub collection of this magnitude is unique in the northern Illinois region.

Over the years, the impact of the East-West Tollway (Ill. #5) has been noted on the plants. Studies of the effect of deicing compounds applied to the highway showed that the material churned into air-borne particles by automobile tires and carried by turbulence and winds from the south, could be detected in the Arboretum to a distance of 1,200 feet north of the highway. Deleterious effects of deicing compounds on vegetation include the formation of distorted growth clusters called "witches' brooms", scorched leaves, dwarfing of growth, and death of plants. All of these injuries have been noted in the Shrub Collection. The Arboretum study showed a differential in susceptibility to deicing compound injury between genera and even between species and cultivars in the same genera.

The proposed north line of FAP 431 to be placed on Arboretum land, moves the highway boundary northward approximately 50 feet, bringing it to the immediate edge of and in some cases encroaching on the Shrub Collection. Impact on the Shrub Collection will increase in magnitude due to the increased proximity of the road and subsequent increased amount of deicing material used. It is anticipated that the increased traffic on the roads will cause an increase in the amount and penetration of deicing compound reaching the Arboretum and increased damage to the Shrub Collection and other vegetation in the area.

Due to the damage to the Shrub Collection already evident and the projected additional damage from FAP 431, it was decided in 1978 to begin to move the Shrub Collection to new locations in the Arboretum, where it would not be damaged by the effects of the highway. It is to be noted that while effects of deicing materials have been studied on the Shrub Collection, it is not the only possible impact of the highway. Increased hydrocarbons and ozone production by automobile traffic, and damage to vegetation by these materials have been well documented. It is expected that damage from these emissions would further impact the Shrub Collection.

The lack of a sufficiently large parcel of land to accomodate the entire Shrub Collection necessitates that the Shrub Collection be dispersed among multiple locations on the Arboretum grounds. Removal and replanting of the Shrub Collection is being carried out, and will require approximately four years for completion.

Costs for moving the Shrub Collection are incurred both from labor and equipment use. The total number of shrubs to be moved is 3,350.

Labor	140,700
Machine time	107,200
Site preparation	20,000
Mulching	14,070
Costs of mulches	1,675
Costs of fertilizers	1,675
Costs of labels	10,000
Costs of watering	5,000
Mapping	3,350
Design	1,675
Recording data & computer	3,350
	$308,695
Percent for losses	31,305

Example 2.

Puffer Lake, in the far southeastern corner of the Arboretum, is our only natural depression or glacial "pothole" of any significant size. Before it was acquired by the Arboretum, Puffer Lake had a history of disturbance and silting from decades of agricultural activity nearby, but it still had good size and depth. It has been effectively preserved and enhanced in appearance by landscaping and today is a highly valued natural feature of the Arboretum. There is a wide band of trees and undergrowth on the side of Puffer Lake toward the Tollway; Puffer Lake and its surrounding vegetation are so close to the Tollway that, with new construction, considerable impact on Puffer is inevitable.

Run-off from rainfall and snowmelt from the Tollway enters Puffer Lake in sizeable quantities. Adjacent to the Tollway is a patch of several dozen young trees -- willows, alders, and ashes -- that have died in recent years. Our hope is that increased run-off from an expanded expressway system will not further degrade Puffer Lake and its immediate environs. A possible procedure might be to route the run-off around Puffer Lake, directly into a gentle drainageway that crosses a large meadow east of the Lacey viaduct.

Puffer Lake has been a bird sanctuary since 1939. Its shores were partially planted in the beginning with plants -- trees, shrubs, and vines -- known to attract birds. The lake serves as a fine demonstration of the best situations for the enhancement and conservation of bird life. The first bird survey completed in 1940 showed 21 species of winter birds, 66 species of summer birds, 53 species of migrants, and a nesting population of ten species with a total of 64 nests around the edges of the lake. When the East-West Tollway was built the situation deteriorated by 45%. If FAP 431 is built it will destroy the bird sanctuary and the lake for all natural values leaving no more than a catchment basin.

Puffer Lake was formed by an ice block as the Wisconsin ice sheet receded several thousand years ago. It holds a story in the layers of silt and mud of the early vegetation following the ice; the kinds of forests; the open prairie-like vegetation of the warm, dry-time; more forests, and the changes following settlement, i. e. the agricultural period and now urbanization! To destroy it is to deny that the past has meaning, that we are molded by our roots, that a sense of history is required to direct a sound, fulfilling future.

Example 3.

A great deal of effort has been made at the Arboretum during the past few years to demarcate or zone areas for their most appropriate use in keeping with the purposes of our charter. We have selected new sites for collections, for horticultural demonstrations, and for natural areas -- areas that are to be preserved without disturbance. Our most prized natural area is our sugar maple-dominated hardwood forest at the east end of the Arboretum. This area also has the most isolation from noise sources; still it is not quiet enough. But it is the closest thing we have to an area for solitude and momentary retreat from the man-made world. This is a use of our rich forests that we cherish, but it is a value that is very hard to promote, because such great inroads have already been made by truck noise, aircraft noise, and general din of background traffic on certain days when sound carries well. Nevertheless, we at the Morton Arboretum hold the escape-from-noise value at a high level and will strive to preserve what possibilities we have left in our area of natural forest. We are thus concerned about enhanced noise generation not only on the southern border of the Arboretum but also on the east. Of greatest concern is the possibility of some future elevated exchange adjacent to the Arboretum, between the East-West Tollway and FAP 431, that would project truck noise all over the east end of the Arboretum.

Sugar maple forests are exceptionally resilient. They regenerate aggressively and they are pollution tolerant while oak forests are the converse. But with all of their vigor another highway encroaching on two [illegible] will threaten the long term survival of even our toughest forest and will certainly depauperate our numerous kinds of oak forests. The Morton Arboretum is long and narrow, too narrow to escape from serious outside impacts. If it were twice as wide and of around 3600 acres it would have a chance to survive without serious degradation. It is amazing that so little effort has been made by governments and others to help structure the Arboretum for at least a condition above mere survival. It suggests that societal values are yet awry.

Example 4.

The forests of the Morton Arboretum form a vegetational mosaic on the landscape. ~~On the accompanying~~ [illegible] map, 22 forest tracts are identified as being recognizable homogeneous woody plant communities. All retain a high degree of intactness and exhibit marked similarity to the pre-settlement forests of the area described by surveyors making the original land survey in the 1830s.

The dominant species in these stands number only six: white oak, (Quercus alba), bur oak (Q. macrocarpa), red oak (Q. rubra), sugar maple (Acer saccharum), linden (Tilia americana), and white ash (Fraxinus americana). The most frequent combinations in the 22 stands are white oak-bur oak (five stands) and white oak-red oak (four stands). Of the remaining 13 stands, seven designations are indicated on the map only one time. Three stand combinations are recorded twice. White oak is listed as a dominant or co-dominant in 17 or the 22 stands; red oak in 13; and bur oak in eight.

There is a discernible increase in numbers of red oaks and sugar maples as one progresses eastward through the forest stands of the Morton Arboretum. Bur oak tends to be more abundant toward the west and on the fringes of the complex of stands in the Arboretum. White oak is present throughout the various stands but decreases in abundance in the red oak and sugar maple areas of the eastern portion.

The Arboretum contains a remarkable array of forest stands from the standpoint of succession. Compositional data presented by E. Lucy Braun in her book *Deciduous Forests of Eastern North America* (p. 191) illustrate well the stand respresentation on the successional spectrum (see table).

Table 38. Composition of a series of forest communities of increasing mesophytism in Morton Arboretum, Lisle, DuPage County, Illinois; 1, A white oak ridge; 2, Slope; 3, A lower flat; 4, North slope.

	1	2	3	4
Number of canopy trees	85	89	121	88
Quercus alba	60.0	30.3	8.3	8.0
Quercus borealis maxima	18.8	31.5	28.9	22.7
Quercus macrocarpa	10.6	...	5.0	5.7
Quercus ellipsoidalis	5.9	...	...	...
Acer saccharum	...	13.5	18.2	26.1
Fraxinus americana	...	16.8	11.6	20.4
Tilia americana	...	4.5	[illegible]	12.5
Juglans nigra	2.3	1.1	5.0	3.4
Ulmus fulva	1.2	1.1	8.3	1.1
Ulmus americana	...	...	7.4	...
Carya cordiformis	1.2	...	...	...
Prunus serotina	...	1.1	.8	...
Number of canopy species	7	8	10	8

The location of these stands is indicated by encircled numbers on the map.

Native woody understory vegetation is generally present in sufficient quantity to indicate future successional trends. White oak and bur oak saplings are somewhat sparse; red oak and sugar maple saplings are abundant in several stands. In certain areas young white ashes and lindens are also common.

Vernal displays of herbaceous species are excellent in most of the stands. There are extensive carpets of: toothwort (*Dentaria laciniata*), spring beauty (*Claytonia virginica*), bloodroot (*Sanguinaria canadensis*), and false Solomon's seal (*Smilacina racemosa*). Other common herbaceous species are: *Hydrophyllum appendiculatum*, *Uvularia grandiflora*, *Anemonella thalictroides*, *Podophyllum peltatum*, and *Erythronium albidum*, all of these growing among more than 400 kinds of other native plants.

Oak forests are most vulnerable to disturbance by man. White oak and red oak are highly vulnerable, bur oak much less so. If the surrounding communities and other governmental agencies do not cease impacting the Arboretum, I predict that in the next twenty years the oak forests at the Arboretum will disappear, leaving an environment which will support a limited number of horticultural materials requiring intensive care in response to outside forces.

Table 38. (Cont'd.)

	1	2	3	4
Number of canopy trees	85	89	121	88
Tilia americana	---	4.5	6.6	12.5
Juglans nigra	2.3	1.1	5.0	3.4
Ulmus fulva	1.2	1.1	8.3	1.1
Ulmus americana	---	---	7.4	---
Carya cordiformis	1.2	---	---	---
Prunus serotina	---	1.1	.8	---
Number of canopy species	7	8	10	8

Native woody understory vegetation is generally present in sufficient quantity to indicate future successional trends. White oak and bur oak saplings are somewhat sparse; red oak and sugar maple saplings are abundant in several stands. In certain areas young white ashes and lindens are also common.

Vernal displays of herbaceous species are excellent in most of the stands. There are extensive carpets of: toothwort (*Dentaria laciniata*), spring beauty (*Claytonia virginica*), bloodroot (*Sanguinaria canadensis*), and false Solomon's seal (*Smilacina racemosa*). Other common herbaceous species are: *Hydrophyllum appendiculatum*, *Uvularia grandiflora*, *Anemonella thalictroides*, *Podophyllum peltatum*, and *Erythronium albidum*, all of these growing among more than 400 kinds of other native plants.

Oak forests are most vulnerable to disturbance by man. White oak and red oak are highly vulnerable, bur oak much less so. If the surrounding communities and other governmental agencies do not cease impacting the Arboretum, I predict that in the next twenty years the oak forests at the Arboretum will disappear, leaving an environment which will support a limited number of horticultural materials requiring intensive care in response to outside forces.

THE MORTON ARBORETUM
Lisle, Illinois

IMPORTANT VALUES OF THE MORTON ARBORETUM AFFECTED BY PROBABLE ENVIRONMENTAL IMPACTS OF PRESENTLY PROPOSED FA-61 ROUTE

Introduction

The Morton Arboretum is an outdoor museum of woody plants and natural areas. Its grounds have been developed and its collections laid out for the combined purposes of education, research, and enjoyment. Since its founding fifty years ago it has been open to the public, and this public continues to increase. During the year 1971 total attendance was around 400,000. With the accelerating urbanization of DuPage County, this figure is expected to increase rapidly. A new Arboretum Visitor Center is presently under construction to handle this increase.

The first plan for FA-61 showed the highway actually cutting the eastern segment of the Arboretum grounds in half. As a result of suggestions of the former Director and the pleas of a large number of patrons and friends, this plan was changed and a compromise route was planned along the far east and south edges of the Arboretum.

Existing plans call for a right-of-way varying from 260 to 315 feet in width extending approximately 4500 feet along the southeast side of the Arboretum property between the East-West Tollway and the power line right-of-way belonging to Commonwealth Edison. In addition, the far southeastern corner of the Arboretum would be preempted for the construction of an interchange. A minimum of 32 acres of Arboretum land would be directly consumed by this construction, and the other portions would become so isolated as to become useless.

This compromise was reluctantly accepted by the Arboretum, but at that time (early 1960's) the environmental impact of high-speed throughways, ever-mounting truck horsepower, and rapid urbanization of the county were only dimly envisioned. It has become quite evident that FA-61 as planned will greatly modify the entire southeastern quarter of the preserve, reduce its value to the public, and contaminate both soils and vegetation.

It is very probable that many are not aware of the damage that we now anticipate, and it is for this reason that the present statement is submitted.

How The Arboretum Will Be Affected

Environmental impacts are not easily classified, since they range from outright destruction to modification, long-term degradation, continual irritation, intermittent inconvenience, and contamination of various kinds and degrees. The Arboretum anticipates that FA-61 will cause impacts in all these categories.

Outright Destruction

Unfortunately, the lands which will either be occupied by highway construction, or that lie so close that they cannot escape destruction, contain some of the Arboretum's most valued assets. These include the following:

1. Puffer Lake and Vicinity. This marshy lake is the last remaining example of a shallow natural upland water body within the Arboretum boundary. Unfortunately, the scenic value of this once-secluded site has been depreciated by the presence of high tension lines (Fig. 1), by the construction of a sewage extension line, and by tollway embankments, bridges and noise. Nevertheless, in these days of declining water tables and rapid run-off, the lake and its wreath of aquatic plants continue to serve water retention and purification purposes (Fig. 2) and provide a useful demonstration area for water resource field trips. As a result of the early rush to tile and drain agricultural lands, and now with the mushrooming development of DuPage County causing the filling, draining, and grading of wetlands, examples of such lakes with remnants of their natural fauna and flora are exceedingly scarce (Fig. 3).

Because of its uniqueness, Puffer Lake has been one of the most intensively studied portions of the Arboretum. Mrs. Joseph M. Cudahy, former Chairman of the Arboretum's Board of Trustees, personally donated the land in 1939, at which time the lake and eleven surrounding acres were designated as the Puffer Lake Water-Bird Sanctuary. During the years 1939-1943, a special observation building was established and resident ornithologists conducted surveys of bird numbers and nest locations. Several volumes of carefully detailed manuscript notes are on hand. These are summarized in part in the attached publication, "Birds at the Morton Arboretum". Copies of nest surveys are also attached hereto. Figure 4 shows Puffer Lake from the site of the former observation window.

The newly appointed naturalist at the Arboretum has recommended that these bird population surveys be updated so that the impacts of environmental changes in the intervening years can be assessed. This study will be undertaken in 1972 if funds and suitable personnel can be obtained.

Puffer Sanctuary was also the site of an intensive effort to assay the value of various plant species for their wildlife food and cover value.

The many plant specimens introduced in the vicinity of the lake are detailed in "Birds at the Morton Arboretum". Early observations on the use of these plantings are on record. Studies to determine survivability, competitiveness, and tendency of these introduced plants to reproduce or spread offer challenging opportunities for the expanding program of research and teaching at the Arboretum.

Of special interest in the Puffer area are groves of larch which have developed into an effective screen for power line towers (Fig. 5), and several choice specimens of the Kentucky coffee tree, nowhere common in northern Illinois. Attractive lanes bordered by wildlife plantings (Fig. 6) preserve a flock of pheasants and numerous rabbits as evidenced by profuse tracking on fresh snow (Fig. 7).

2. Bur Oak Hill. Just west of Puffer Lake on high, essentially undisturbed ground is an excellent grove of bur oaks (Quercus macrocarpa) which is now at least 100 years of age (Fig. 8). These picturesque trees represent one of the best stands of that species on the Arboretum. In the same general vicinity are examples of old hawthorns (Fig. 9) and other woody plants of high individual value because of their unique development. The understory in this woods is an impenetrable tangle of thorny growth with high wildlife-retreat value.

3. Water Tables. In the vicinity of Bur Oak Hill is a six-inch drilled well that would be destroyed by the proposed FA-61 route. The water level in this well, the stability of water in Puffer Lake, and other evidence of a high water table in this vicinity indicate that highway construction cannot proceed without vastly altering existing water and topographic relationships, modifying drainage, and consequently affecting vegetation at some distance from the roadway. Alteration of water tables and drainage is of substantial significance in a region where water tables and aquifers are dropping at alarming rates, and where flood damage is increasing.

4. Shrub Collections. To the west of the bur oaks (Fig. 10) and Puffer Lake the proposed highway would wipe out a substantial portion of the Arboretum's chief systematic shrub collection. During the years since 1956, many varieties of shrubs have been set out in a grid pattern for testing of survivability under Illinois conditions (Figs. 11 and 12). Establishment and maintenance of these plantings has involved obtaining the stock, propagation, transplanting, cultivation, fertilizing, identifying, tagging, and inventorying, so that the collection now represents a substantial investment of time, effort, money, and rare plant material, and constitutes a unique source of data available to nurserymen, horticulturists, and

homeowners in the immediate vicinity and, to a lesser extent, throughout the nation. A map is attached which demonstrates the extent of the plantings that would be destroyed.

It is estimated that just to dig, move, and replant these specimens would cost $252,000, and this does not include the cost of special care of moved specimens, watering, mortality, cost of replacement, and the time required to supervise the entire project and follow-up. Most important of all, it does not include the cost and preparation of a new site. Actually, there is no other locality on the Arboretum where this planting can be moved and still retain the essential advantages of continuity, similarity of soils and exposure, and close proximity to the maintenance and research headquarters.

Within the entire shrub collection, there is a total of 3,350 specimens of 1,342 species, cultivars, hybrids, etc., from 66 genera. Some 815 plants are actually within presently-drawn right-of-way lines. Among them are our best collections of the four most useful shrub genera in the Chicago region, Cornus, Lonicera, Forsythia, and Viburnum. In addition there are plantings of Ligustrum, Philadelphus, and further west, a portion of the main Malus collection. Obviously, the impact of construction would extend much further than the actual survey line, judging from other experience.

Remote or Intangible Effects

1. Mortality of Plantings. In recent years it has become increasingly apparent that environmental stresses have been operating on the Arboretum's shrub plantings. As a result, a study of mortality was made in the fall of 1971. Some of these data indicated a definite correlation of dead specimens with distance from the existing East-West Tollway. Examination of natural vegetation both north and south of the Tollway revealed similar influences; and so studies are now underway to determine the causative factors (Figs. 13 and 14). Preliminary observations show that highway salt in droplet form or as dust, as well as other substances are reaching plantings in substantial amounts even at the furthest collecting sites 900 feet from the Tollway.

In the fall of 1971 a flecking of ash leaves in a zone some 400 to 700 feet from the Tollway suggested some other contaminant, apparently highway related, was reaching even into the street tree collection (Fig. 15).

These studies demonstrate two vital points: (1) the impact of highway activity on Arboretum land extends far beyond the actual right-of-way; and (2) the gridded plantings as they presently exist have great value for experimental purposes. There can be little doubt that FA-61, if constructed as planned, in close proximity to the Warrenville Road and the East-West Tollway, will have an augmenting, if not synergistic, effect on most of the possible roadway pollutants such as lead, hydrocarbons, ozone, salt, asbestos, zinc and others. Air turbulence and associated effects will be greatly increased.

2. Noise Proliferation. Noise levels at the Arboretum have greatly increased in the last few years, with the East-West Tollway and Highway 53 the major sources, although jet and railroad noise are dominant under certain weather conditions. Since the Arboretum is an "outdoor museum", and much of our educational effort uses the field as a laboratory, the threat of increased noise from all sources, including FA-61 as planned, is alarming to us. Even now there are times when it is impossible to hear an instructor's voice, while natural sounds such as the calling of insects and birds are muffled or drowned out completely by traffic. Many visitors come to the Arboretum deliberately searching for quietness and solitude. This search will become self-defeating as quiet is eliminated from all but a few remote locations.

Highway noise is especially evident where traffic noises reflect from water surfaces or where the traffic level is above the general land surface. Intersections such as the already existing interchanges of Highway 53 and the Tollway are especially disturbing. The superposition of FA-61 and Tollway noise threaten to engulf much of what until now has been a favorite wild and natural portion of the Arboretum. (See E. P. A. brochure "Noise:...")

3. Disruption of Water Relationships. These have been discussed earlier. Specific effects will depend on activities during construction as well as on design of cuts and fills. Any disruption of existing patterns of flow, water table levels, or changes in silt and chemical content of surface or subsurface flows will change conditions in the Arboretum, and at this point in our development any change from the natural is very apt to be detrimental.

The Value of the Arboretum to the Community

Two recent articles in the Chicago Daily News: "Crash Plans to Buy Open Land Urged", (Jan. 12, 1972); and "A Crucial Race for Open Space", 6--Proposed Route FA-61

(Jan. 17, 1972) (both of which are attached hereto) emphasize the importance of preserving any existing open lands presently under protection, especially those which form part of extensively developed and heavily-used tracts such as the Arboretum. The latter article urged that $500,000,000 be spent over the next five years to buy about 90,000 acres in the rapidly developing Chicago region. This implies that undeveloped open space had a base value of $5,555 per acre, a minimal figure, for competition for this space is acute. In addition to such base value, Arboretum acreage has many unique attributes which greatly augment the value of its 1500 acres:

1. Continuous responsible ownership is guaranteed indefinitely.

2. The area is completely fenced with cyclone fencing.

3. It is patrolled at no public expense.

4. Maintenance costs the general public nothing.

5. The Arboretum grounds are available every day of the year to the general public at a very low admission fee.

6. The Arboretum provides educational services and exhibits where people can get close enough to nature to understand, and then help solve, environmental problems. The grounds are heavily used by school groups at every level throughout the year.

7. Experimental plantings of many species are available for research in many fields.

8. The Arboretum staff is available for consultation with suburban agencies and organizations. Close contact with the landscape and growing conditions of the Arboretum provide staff members with a special familiarity with local problems.

9. Within the Arboretum are unique natural features with a history that has been researched and recorded.

10. Due to protection, the area has a special integrity seldom found in most open space. Original soil profiles, topographic and geologic features, and vegetation and ground water relationships have been preserved in large part. Sample areas with this integrity are essential to the future assessment of environmental change in a developing region.

11. The Arboretum encourages and often supports research relating to its collections and its environment.

[illegible] at a rate of 25,000
an acre [illegible]
[illegible] Terre.

12. Arboretum lands provide an extensive recharge area for the declining water supply of the area, as well as flood control and water purification.

13. Floodplain development which elsewhere has led to substantial public expenditures, has been prevented on floodplain lands owned by the Arboretum.

14. The Morton Arboretum has been a definite asset to surrounding communities and has maintained and augmented real estate prices in the area. Lisle advertises itself as "The Arboretum Village". An association of neighboring churches distinguish themselves under the name: "The Arboretum Area Churches". Advertisements of real estate adjoining the Arboretum frequently reveal that premium prices are received for this land. Institutions such as the University of Chicago, in their publicity brochures, call attention to the "secluded woodland park with 30 miles of walking trails" west of the city. Photographers, publishers, planners, businessmen, women, and youth of every estate seek the Arboretum for a refreshing demonstration of an unselfconscious world where beauty is created out of the earth's dust.

Accumulating Encroachments on the Arboretum

In spite of much that is said and written about the Arboretum and its value to the community, a look at history demonstrates that its lands have been deliberately sought as an easy way out for a developing region. Thus in the last fifty years, encroachment has taken many forms:

1. 1922 - The meandering DuPage River was straightened by the County.

2. 1954 - Commonwealth Edison purchased and cleared high-line right-of-way through southeastern portion.

3. 1957-1959 - East-West Tollway was constructed through southern portion.

4. 1959 - Highway 53 was double-laned and a cloverleaf constructed in the center of the Arboretum.

5. 1959 - Northern Illinois Gas right-of-way obtained on lands belonging to the Arboretum south of the Tollway.

6. 1959 - DuPage River rerouted to Arboretum land after Highway 53 construction.

7. 1964 - Northern Illinois Gas Company destroyed the last natural prairie on the easternmost edge of the Arboretum on the 80-foot right-of-way it leased from Commonwealth Edison.

8. 1969 - Right-of-way for Downers Grove sewage system to serve businesses south of Tollway was taken from eastern end.

9. 1969 - A new sewer line and lift station on Leask Lane were constructed, creating erosion, siltation and even overflow of raw sewage across Arboretum lands. Air vented from this installation pollutes low-lying lands in our prairie restoration project.

10. In addition to relinquishment of lands, and disruption of drainage, the Arboretum has also suffered from pollution of the DuPage River caused by upstream communities; the location of a sewer plant immediately adjoining our picnic area; pollution and siltation of lakes due to inflow of water from private and public construction sites. General air and noise pollution, already serious can only increase as further development of the region occurs. All of these changes call for adaptations on the part of the Arboretum and expenditure of funds that should go for more constructive parts of this privately funded institution's public program.

Sanctuary Space Versus Highway Space

The environmental impacts of the past have affected the Arboretum physically, functionally, and aesthetically. Now we have seen how the proposed FA-61 will physically destroy a valued lake, a wooded hill, their animal communities, and a very extensive shrub collection with specimens from all over the world assembled for the express purpose of beautifying Illinois. There is no suitable alternative location in the Arboretum for this collection.

Indirectly, the proposed highway, during construction and after it is in use, will change ground and surface water relationships, wildlife patterns, and native vegetation. It will contaminate soils, vegetation and water, and will greatly augment noise levels through much of the preserve. It will permanently eliminate future opportunities for educational demonstrations. The addition of so many variables will make future research so complex as to be infeasible, and it will negate the value of much work in the past.

In view of constantly expressed federal, state, local, and individual concern for the need for open space, it seems unjustifiable for even so important a feature as an interstate highway to place such well-preserved and constructively-used lands as those in the Morton Arboretum in further jeopardy by retaining the presently proposed location of FA-61. Certainly a number of rulings regarding environmental impacts on parkland areas have favored their preservation. One example is: Citizens to Preserve Overton Park, Inc. v. Volpe, ---U.S.--- (March 2, 1971). A District Court had given permission for an interstate highway to invade a city park in Memphis. After a hearing before the U.S. Supreme Court, Mr. Justice Marshall began his opinion with the remark that: "The growing public concern about the quality of our natural environment has prompted Congress in recent years to enact legislation designed to curb the accelerating destruction of our country's natural beauty." ---and ended it by reversing the decision and remanding it back to the District Court. Justice Blackmun in a separate opinion remarked that "The 1966 (Transportation) Act and the 1968 (Federal Highway) Act have cut across former methods and, here, have imposed new standards and conditions upon a situation that already was largely developed." In spite of this retroactive aspect, Justice Blackmun concurred in the reversal of the decision of the District Court.

Postscript

Perhaps the most important consideration of all is whether people can retain hope. Certainly in the course of human affairs hope is as important as transport and speed. The continued destruction of sacred and revered places destroys hope, and with hope destroyed, technology neither earns nor receives respect.

Respectfully submitted,

Marion T. Hall

Marion T. Hall
Director
The Morton Arboretum

January 20, 1972

West Suburban Committee on Freeways Statement

This testimony is being submitted jointly by James R. Wadsworth, 2236 Midhurst Road, Downers Grove, Illinois, and Robert H. Wheeler, 2520 Lee Street, Woodridge, Illinois, as co-chairmen of the West Suburban Committee on Freeways. We have each lived in the western DuPage County area for 8 and 12 years, respectively, and have been actively involved in local government. Since 1975 we have worked together as members of the West Suburban Committee on Freeways.

The West Suburban Committee on Freeways is a coalition representing individuals and groups throughout the DuPage County area who are interested in promoting satisfactory long-term solutions to the County's transportation needs. The Committee was first organized in 1975. Today we are presenting over 8,500 signatures on petitions opposing S. 524.

Since 1975, we have studied, reviewed, and commented upon various transportation proposals, chiefly those concerning roadways. Over the years, we have met with leading state, county, and local government officials with transportation responsibilities. We have sponsored public forums intended to educate the public concerning pending transportation issues. We have testified in hearings before the Illinois Transportation Study Commission and have commented to the

Illinois Department of Transportation on various of its annual budgets. In short, we have been informed and active participants in transportation issues for the last eight years in DuPage County.

Our basic goal has been the promotion of maintaining and upgrading existing roadways and strengthening public transportation as the realistic and achievable solutions to the County's needs. We have opposed, as bad public policy, proposals which would solve the County's transportation needs by the construction of expensive, new super highways.

We have carefully studied S. 524 and Sen. Percy's reasoning in introducing the bill. We respectfully submit that S. 524 proposes an unsupportable change in long-standing federal policy and threatens substantial harm to DuPage County and its residents. Accordingly, the West Suburban Committee on Freeways is firmly opposed to S. 524.

We would like to provide in greater specifics the reasons for our conclusions.

S. 524 represents a change in long-standing federal policy toward commingled federal highway funds with toll road funding. This change, when recently proposed by the current administration as a general change in federal funding, was rejected by Congress. The current proposal would make this change in federal policy applicable only in Illinois. The "new toll road" for which federal funds may be used is defined by the bill as "initial construction of a highway on a new location in Illinois." We do not understand the logic which would justify altering long-standing federal law exclusively for Illinois when the same change was recently rejected for the nation as a whole. We believe the proponents of this legislation bear a heavy burden of demonstrating the federal need for this change.

In introducing the legislation, Sen. Percy remarked that DuPage County officials have "implied that local motorists would be willing to pay tolls." We take strong issue with that unsupported implied conclusion. We are submitting to this Subcommittee approximately 8,500 signatures of residents who oppose FAP 431 as a tollway. We believe these represent only the tip of the broad opposition to any new toll roads in DuPage County. There is no county in Illinois as heavily discriminated against as DuPage County when it comes to toll roads. DuPage is only 1 of 102 counties in Illinois, but it has 8% of all toll road mileage in the State. On the other hand, it has less than 1% of freeway mileage in the State. Currently, approximately 56% of the expressway standard roads in DuPage County are toll roads. On average throughout the State, only 13% of expressway standard roads are toll roads. For every mile of freeway in DuPage County, there is already 1.25 miles of toll road. Yet throughout the State as a whole, for every mile of freeway, there is only less than 2/10ths a mile of tollway. If just FAP 431 were built as a toll road, the discrimination against DuPage County would substantially worsen. DuPage would have 14% of all State toll mileage. DuPage would have 71% of its expressways operated as toll roads. And for every mile of freeway, DuPage would have approximately 2.42 miles of tollway.

The residents of DuPage County are not now, and certainly would not be with more toll roads, willing to pay more tolls. DuPage County residents have just received a 5¢ federal gas tax increase. As this testimony is being written, the Illinois legislature is in the process of adding a 3-1/2¢ to 5-1/2¢ gas tax increase. These taxes are intended to maintain existing roads and construct new roads. We do not understand why DuPage residents should at the same time be singled out, from the entire nation, for more toll roads!

Further, we resent Sen. Percy's suggestion, in introducing S. 524, that, "/a/llowing Federal assistance to construct Illinois toll roads would serve as a useful case study to assess the existing Federal policy prohibiting toll highways from receiving Federal highway funding." (Cong. Rec. Feb. 17, 1983, S. 1327). If there is a need to study a proposed change in federal policy, conduct such a study. But do not purport to use Illinois, and more specifically FAP 431, as experiments for commingled funding.

Perhaps the most objectionable feature of this legislation is that it lacks any broad federal purpose. In reality, it is an effort to construct a roadway which, under toll road standards normally applied in Illinois, cannot be justified and which, after years of planning, has never received the broad-based support to justify normal federal funding. This legislation is justified only as an effort to permit FAP 431 and FAP 426 to be built as toll roads.

We believe that it is wrong to alter long-standing federal policy to facilitate the construction of roads which under long-standing funding tests simply are not justified. It is generally agreed the FAP 431 could not be built as a toll road because there would not be adequate toll revenues to support the construction bonds. Moreover, Illinois has enjoyed an excellent share of federal highway funds but has chosen not to allocate sufficient funds to build FAP 431 as a freeway. We believe that these two facts indicate that FAP 431 is not the necessary facility its supporters claim. Truly necessary facilities have been funded and will continue to be funded through normal means. It is only those projects of questionable value -- such as FAP 431 -- which are not funded and for which special funding schemes are contrived. The West Suburban Committee on Freeways opposes the contrivance of special legislation affecting Illinois and DuPage County as a device to build FAP 431.

FAP 431, under any funding, should not be built at this time for a variety of reasons.

The studies performed by the State and County which purport to justify FAP 431 on the basis of computer simulations of future traffic flows have all relied upon census data which is now dated. The population projections derived from the 1980 census continue to be downgraded by the Northeast Illinois Planning Commission. The DuPage County Year 2000 Street and Highway Plan, dated May 1980, which indicated that FAP 431 would carry from 60 to 70,000 vehicles per day, was generated under old census data. As we approach the mid-point in this decade of the '80s, it makes sense not to engage in massive new construction without first completing the needed upgrading of existing facilities.

Illinois Route 53, which will parallel the proposed 431, should be upgraded from a two- to four-lane highway. It is this road -- and not FAP 431 -- which serves the needs of DuPage residents. We believe the upgrading of Route 53, at a cost estimated to be less than 25% of the cost of constructing a new freeway, will provide an acceptable level of transportation service in the north-south corridor it serves. Coupled with other arterial upgrading called for by the county, an improved Route 53 eliminates the need for FAP 431. At very least, no committment should be made to FAP 431 until

Route 53 has been upgraded and careful study is then made of demand versus capacity on the improved roadway network.

The logic of first completing improvements on Route 53 and other arterials before launching a new freeway is compelling. FAP 431 is estimated to cost in excess of $400 million. It is because of this massive price tag that certain local officials are seeking extraordinary funding vehicles. But given such an enormous cost, simple prudence in management of government affairs dictates that simpler, less expensive measures be first employed. This conclusion is further supported by the unanimous opinion of all parties that Route 53 will need upgrading regardless of the future of FAP 431.

Beyond these basic economic considerations, there are substantial hardships which would be imposed upon portions of the County if FAP 431 were built.

We are certain that the full Committee on Environment and Public Works is well aware of the attendant air, water, and noise pollution from expressways. FAP 431 is no exception and perhaps it is a more egregious offender than most freeways. When first planned as FA 61 in the 1950s, FAP 431 was routed through essentially undeveloped areas of western DuPage County where minimal incursion on residential communities and maximum commercial potential lay. Since that time, substantial suburban development has lined the corridor with various residential dwelling units. While the West Suburban Committee on Freeways have no figures on the exact number of homes within several hundred feet of the proposed right of way, we belive the Committee should examine this because we belive the number is substantial. Compounding this incursion is the degree of the impact at various points. FAP 431 will range upwards of 20 feet about surrounding grade as it passes through portions of Woodridge and lesser, but still significantly high levels, through other communities.

Substantial flooding problems already exist in areas along the proposed freeway route. In particular, the freeway as planned roughly parallels the East Branch of the DuPage River between Glen Ellyn and Lombard with the construction to be partly in the floodplain. In the Route 53-Hobson Road area, Prentiss Creek is now subject to flooding problems which FAP 431 would only serve to aggravate. Other potential flooding problems exist in the Lacey Creek and St. Joseph Creek areas.

There are 19 existing schools within 4/5ths or less of a mile from the proposed right of way. The construction of FAP 431 would unquestionably degrade the quality of educational environment at those sites.

But perhaps the single most outrageous and indefensible impact of FAP 431 is the irremedial damage which it would impose on the Morton Arboretum. Approximately 4 acres of this outdoor museum would be taken outright under State plans for construction. If the County's proposed interchange with the existing east-west tollway were to be included, additional acreage would be stripped from the Arboretum. In either case, the impact goes well beyond the acreage stripped. Secondary and severe impacts will result. Puffer Lake, the only natural lake in the Arboretum, will be subject to severe stress as a result of its proximity to the new road. Existing shrub collections will suffer further damage from salt sprays and runoffs. Noise incursions in the Arboretum will be even greater than that existing already from the east-west tollway. Portions of the Arboretum will become unavailable as outdoor classrooms.

The continued push to subject the unique resource of the Morton Arboretum to such impact is inexplicable. Every citizen of Illinois should be seriously concerned over the future viability of the Arboretum if FAP 431, whether as a tollway or freeway, were to be built. To help the Committee to understand more fully the national character and local importance of the Arboretum and the delicate balance that now exists between the Arboretum and surrounding development, we have attached as Exhibit A to our testimony a copy of a report previously provided by the Arboretum with the Illinois Department of Transportation.*

*Previously submitted with Dr. Hall's statement.

FAP 431 will cross the eastern end of the Churchill Forest Preserve separating approximately 14.2 acres of the land from the main preserve. Valuable prairie, marsh and forest land will be lost. The Illinois Prairie Path will be severed during construction and permanently unless there should be mandated the construction of an overpass bridge.

In previous public hearings on FAP 431, the Illinois Division of the Izaak Walton League of America and the Great Lakes Chapter of the Sierra Club have each opposed FAP 431 because of the adverse environmental impacts especially on the Arboretum and Churchill Forest Preserve.

This testimony could continue on in great detail and identify further adverse affects on DuPage County from construction of FAP 431. However, we believe that before the record in this hearing is closed, this Committee will have more than sufficient testimony indicating the questionable viability of FAP 431.

In light of these facts, the West Suburban Committee on Freeways must come back to the basic point that no general federal justification exists for S. 524 and, if the bill is meant to permit FAP 431 to be built, then the bill is indefensible.

In either event, we urge that this Subcommittee recommend against S. 524. If Congress wishes to aid DuPage

County in the resolution of its transportation needs, the West Suburban Committee on Freeways would suggest provision of funding for improvement of existing roads, especially Route 53 and additional federal support for public transportation.

Respectfully submitted,

James R. Wadsworth
Robert H. Wheeler

July 1, 1983

U.S. Senate Environment and
Public Works Committee
Transportation Subcommittee
410 Dirksen Senate Office Building
Washington, DC 20510

BY MESSENGER

Gentlemen:

Enclosed are the originals of testimony in opposition to S. 524 for presentation on July 6, 1983, before the United States Senate Environment and Public Works Committee, Transportation Subcommittee. This testimony is being forwarded through the West Suburban Committee on Freeways. We understand that time has been reserved for representatives of the Freeway Committee to summarize the position of the Committee. The additional testimony being filed today is on behalf of the individuals and organizations represented, each of whom would ask leave to make brief summarizing statements. The following would like the opportunity to address the Committee:

Joseph Larkin
Sally Stovall
Morna Stewart
Carol Doty
Pamela Nicholas
Lillian Erickson
Jean Mooring (DuPage Page County League of Women Voters)
Kathleen A. Tyznik
Jeffrey A. Quell
Butterfied Homeowners' Assoc.
Dr. Edgar A. Rhodes
Leonard Blankschein
Joan Neumann
Lavon Varhol
Kenneth Nicholas
Ruth Brownell
Ross Clark
Dennis J. Sopata
Mrs. Robert E. Botto
Richard A. Thompson
West Suburban Committee on Freeways

Finally, we intend to present to the Subcommittee at the hearing petitions from thousands of local and regional residents who oppose S. 524.

U.S. Senate Environment and
 Public Works Committee
Transportation Subcommittee
July 1, 1983
Page Two

If there are any questions concerning the proposed presentations, please contact James Wadsworth at 312/727-5595 or 312/968-8017.

Very truly yours,

Robert H. Wheeler

Robert H. Wheeler

nat

Enclosures

cc A. Dixon
   C. Percy
   J. Wadsworth

Statement submitted to the Subcommittee on Transportation, Senate Committee on Environment and Public Works

Subject: Senate Bill S. 524 July 6, 1983
Submitted by Joseph Larkin

My name is Joseph Larkin. I have lived in Downers Grove for the past four years. I am employed as editor at The Morton Arboretum. I speak here as a citizen of DuPage County, Illinois. The views I express are my own and should not be construed as spoken in behalf of the Arboretum.

As a citizen, I am dismayed at this Proposal (S. 524). The Federal Government should not become involved in funding toll roads on the State level. Each State has the responsibility for the well being of its own citizens. Tax payers throughout the country should not have to pay for a toll road that would serve a limited area of one State.

The question of need is one that has not been proven. There are many among us who are unconvinced that FAP 431 is needed. If the road were truly needed, the State would find a way to fund it. This proposal is yet another attempt to maneuver around the question of need. We are given conflicting projected cost figures for FAP 431 which range from $5.3 million a mile to $13.3 million a mile to $21 million a mile. However these costs are arrived at, and whichever set of figures proves correct, it is apparent that this road construction will be an extremely costly project. Given this fact, can we afford to build a highway whose maintenance falls to the State, even though its construction may be financed through Federal contributions? In a time when the State of Illinois is finding it increasingly difficult to meet its responsibilities in the areas of education and transportation, can we, in good faith, add still another burden to the already heavy load our tax payers carry? We have just seen substantial State income tax and sales tax increases, and yet we are told that human services will be cut because these increases are not large enough to meet our needs.

Why not use the money slated for FAP 431 to upgrade existing toll-free roads? Do we want to further burden the people of DuPage County with yet another toll road when we already have an inordinate share (8%) of all toll roads in Illinois right here in DuPage County? If this Bill is passed and the road is built, DuPage County would have 14% of all the State's toll roads. Can the people of DuPage County be asked to pay such a disproportionate share of the cost of Highways in Illinois? In effect DuPage tax dollars would be building freeways for the rest of the State, while we are asked to pay tolls and higher gas taxes.

Aside from these basic economic issues, this proposal reflects an insensitivity to the real needs of the people: the need to preserve what is left of our natural environment, to provide clean air and water, and to abate the noise pollution to which we are subjected incessantly day and night.

Contact with nature is essential to our emotional and physical well being. Nature offers us a respite from the noise and confusion which surround us. Because I am not an expert on noise pollution, I would like to reiterate a statement made in 1971 by Dr. Alfred Etter, who at the time was Naturalist at The Morton Arboretum. Dr. Etter has since passed away, but his words live on as do the values they embody. In testimony at the Chicago hearings sponsored by the EPA's Office of Noise Abatement and Control, Dr. Etter said:

> "Though people have a vision of the Arboretum as a nice green island somehow immune to progress, that vision is false. Hemmed in by ever mounting traffic of every sort, it is already a victim of the noise that people and industry bring with them when they are fleeing the inhumane conditions they themselves have created in the deeper city....

> A short time ago, we had a ceremony on the grounds of the Arboretum at which Senator Adlai Stevenson spoke. Many of those in the audience were disappointed that they were unable to hear him because of the traffic on Highway 53 where trucks, attempting to satisfy the insatiable demand of people for a new environment, pace back and forth like caged tigers....
>
> At the Arboretum on field trips, I often try to tell children's groups how we should take care of the earth. What hypocrisy! My words and their questions are drowned out by banging vehicles and rasping tires. The sounds of frogs or birds or squirrels might as well not even be. Not long ago there was national concern about a silent spring. We have solved that threat with a greater one. Who knows whether the spring is silent or not amid the pandemonium of modern vehicles?"

These words of a dozen years ago ring even truer today as the Arboretum is threatened by even more noise pollution. FAP 431 would pass by the Arboretum's only glacial lake, Puffer Lake, which has been a major bird sanctuary since 1939. When the East-West Tollway was built, 45% fewer birds were found to nest around the edges of the lake. Tollway noise, vibration, and runoff are the major factors in this decline. If FAP 431 is built, it will destroy what remains of this bird sanctuary, and the lake will be left no more than a catchment basin.

The climax forest at the far east end of the Arboretum, dominated by sugar maples, is now one of the quietest places in the Arboretum. Although one can never escape the noise from aircraft overhead, the sounds of highway traffic are rather muffled in those woods. There, people can learn about the native forest environment in northeastern Illinois' finest remnant forest.

FAP 431 will fill those woods with noise, vibration, and pollutants. Where will the animals go for shelter? Where will we humans go to learn nature's lessons when nature is put to rout by our infernal machines?

Dr. Etter asked:

> "Whom do I blame? I blame no one. I blame everyone. I blame all the people including myself, who have come to Chicago to find a place to live, a job to do, and in the process have destroyed nature and created a tumult of noise borne of their demands for every convenience and

> every novelty and every protection from exercise, from chance, from weather. We each demand too much. It is our demands that destroy us, that keep the trucks roaring and the jets rocketing and giantism proliferating."

Unlike Dr. Etter, I am not so willing to share the burden of blame. The blame in the case of FAP 431 will fall squarely on the shoulders of you our public officials if you choose to ignore the needs and the wishes of the people you represent.

Let us work to upgrade the roads we already have before we begin building new roads which can only bring with them new fiscal and environmental problems.

June 29, 1983

Sally Stovall
6008 Green Drive
Woodridge, IL 60517

As I begin to write what I feel, I find there is so much to say I don't know where to begin.

Senate Bill S524 should not be passed.

The primary reason is that the co-mingling of federal tax dollars with toll bond revenues to finance a tollway, represents a double billing for a service. Federal tax dollars should be spent to benefit the public, not provide services for those who can afford them.

Federal tax dollars for highways are insufficient as it is. What funds would be allocated for this type of project, could be better spent maintaining the current highway system. The recent tragic accident on the Connecticut Turnpike is a sad example of how badly funds are needed to maintain the existing road system.

However, given that you definitely choose to build additional miles of roadway, tollways are not the answer. To begin with, a tollway is not only inconvenient in having to pay the toll at each toll station, but the toll itself is expensive. In addition, these toll stations create massive traffic jams during rush hours and other peak driving times. Tollways provide only limited service due to the financially restricted number of accesses. And, finally, a tollway can only provide limited emergency service due to their poor accessibility.

More specifically, Senate Bill S524 should not be passed because of FAP431. I'll tell you why. There is a lot to know about this highway. First, it was orginally proposed some twenty years ago, before communities became viable, before so much housing was built, and before so many people moved here. The land was acquired, but funding was not available for construction, so the idea lay dormant while communities developed. However, no protection was afforded those who unknowingly invested their life savings in property, in ot around this land. Morton Arboretum has developed and expanded it's boundaries, as have residential areas, homes, schools, parks, and roads. Occasionally the idea would come alive. It would breathe just long enough for a few people to hear about it and become upset about it, only to be reassured by officials, "It will never be built, there is no funding." Then the idea would die. A year later it would happen again, and the year after that, and the year after that, and again and again, over and over. So it is important, VERY IMPORTANT, that you realize there are many more people who would write or come to the hearing, but they believe there is no sense getting upset or involved. After all, "It will never be built, there is no funding."

In addition, each time the idea has come alive, there has been the argument that State Highway 53 could be widened and improved at far less cost while still filling a large need of the communities through which it passes. Widening Illinois Highway 53 would not only provide a sufficient transportation route, but one that allows access to all major cross thoroughfares, and one that allows for sufficient economic growth and development of each community.

Another point of reassurance by officials was "It will never be built, who would be foolish enough to try to ruin the Morton Arboretum?" After all, it's known all over the world. It is such a rare place of beauty, peace and tranquility. A rare place of education and relaxation for young and old alike--Who could be so stupid?

It is now twenty years later. Illinois Department of Transportation, DuPage County Mayors, Managers, and other officials, all say the time has come to build FAP431. I say they are wrong. I say that it is an idea that is past it's time and should finally be put to rest. The property allowed for this highway, by current standards is inadequate.

While my family and our neighbors wake to hear cardinals, martins, blue jays, robins and pheasants in the morning, you want to put thousands of cars less than fifty yards from our bedroom windows and right through our residential community. We are not alone; other communities will be likewise affected. And please, do not point to the East-West Tollway and say the homes in Oak Brook have not been adversely affected. These homes are a much further distance from that tollway than ours will be from this one.

While our schools are already having a difficult enough time providing a good education for our children--you want to build a tollway less than eight-tenths of a mile from nineteen of them.

While Illinois cannot provide funds to properly care for, or maintain the roads it already has--you wish to build additional miles of roadway, for which it will not have sufficient funds.

While the current Illinois Highway 53 could be improved at cost estimates of $33 to $52 million--you wish to build a new tollway at a cost of estimate $190 to $400 million.

While the air pollution has all but killed the Chicago Botanic Garden--you wish to build a tollway through our beautiful Morton Arboretum;

taking who knows how many acres for construction and ruining the remainder with the resulting traffic pollution.

While the federal government has raised the gas tax five cents a gallon to raise transportation funds for maintenance and improvement of roads it already has--you wish to build more miles for it to let deteriorate.

While there is already a strain on catch basins and sewer systems in some communities--you wish to build a highway to dramatically increase the flooding.

While families have their lives and life's savings invested in their homes and communities--you wish to build a highway to devalue and destroy their peace and harmony.

I am compelled to ask "WHY?" Why should we be forced to live with the noise and air pollution? Why should our children's education suffer? Why should Illinois be given more roads when it cannot take care of of what it already has? Why should the federal government build more roads when it cannot take care of what it has? Why spend $190 to $400 million when you can meet our needs for less than $52 million? Why destroy Morton Arboretum? Why create additional flooding problems? Why destroy families and people's homes by destroying their property values? Why make the people pay for a highway not once, but twice? Why are we considering the co-mingling of these funds at this time? Why, after all these years, do certain politicians want to, "Experiment with more tollroads in Illinois?" Why do I, like so many of my neighbors, get the feeling that deals are being made between certain elected officials and certain large corporations? Why do we get the feeling that certain elected officials are more concerned with their political futures rather than serving the people who elected them?

So the question to all involved in the consideration of this bill is WHY?

The best part of my life has been spent here in Woodridge, Illinois. We moved here from Phila. Penna. on August 1, 1981. We came from a hectic area close to two highways. There was noise from buses, trucks and cars at all hours.

Now you want to take our paradise and replace it with noise, heat, drainage problems. Some plants will die because they can't survive in a polluted area and what about our children(?), the highway is so close to their schools.

Why must we use millions of dollars to build new roads, when we don't or can't maintain our existing roads.

FAP 431 does not warrant the destruction of the Morton Arboretum. Using my taxes to build a nowhere tollway that will split our vILLAGE, ruin our air, our ears and take the joy from our neighborhood shows us your priorities.

Morna M. Stewart
5928 Ridgeway Dr.
Woodridge,IL. 60517

June 29, 1983

To: U. S. Senate Environment and
Public Works Committee, Transportation Subcommittee

Re: S 524 and FAP 431

My name is Carol Doty and I reside at 1921 Curtiss in Downers Grove. I have been a resident of Downers Grove for 14 years and a staff member of the Morton Arboretum for 20 years.

You will be hearing statements from others about the meaning of the Arboretum as an institution and a refuge in our region. I share their concern for the Arboretum's well-being and the cumulative effect of each new assault on it by peripheral development. I do not believe that another massive, elevated, concrete highway constructed at incredible cost to the taxpayers is necessary. Not only the Arboretum, but the community as a whole stands to lose if such a highway is built. Surely there are more thoughtful alternatives that will not be so diminishing to the general quality of life in Du Page County.

As a private citizen I also oppose any proposal that federal funds be made available to build more tollways in this region. The Illinois Tollway system already discriminates against residents of the Chicago area. To drive from Downers Grove to Chicago costs 70¢ in tolls round trip. To get to O'Hare airport and back is $1.40. An evening at Ravinia adds up to $2.10 in tolls, and a trip to Milwaukee and back is $3.50. If I lived in a suburb of St. Louis, Minneapolis, Kansas City, Detroit, San Francisco, Los Angeles, Atlanta, or Denver -- in fact, almost any other major city in the U. S. -- I would not be faced with these tolls as part of daily life. Even in New York City, nearly all the major arterials leading into the five boroughs are freeways.

Tolls have been useful in making it possible to build bridges, tunnels, and long-distance throughways in many places. One wonders, however, if it is justifiable to use tolls here in Chicago to build limited access roads of the sort that other states have provided in their metropolitan areas without tolls. As taxpayers we already pay for state and interstate highways, and as drivers we pay a user-fee in the form of gasoline taxes. Why should we also have to pay a toll just because the roads closest and most convenient for us happen to be tollroads? Is this fair in comparison to other Illinois residents living in places where the roads closest and most convenient for them happen to be free?

I do not believe that FAP-431 is needed. I do not believe that most citizens in the county want it. And I do not believe we deserve to have more tollways imposed on us. Please do not approve this legislation!

Thank you.

6716 Woodridge Drive
Woodridge, IL 60517
June 27, 1983

Dear Senator Percy and Senator Dixon:

I am Pamela Nicholas and have resided in Woodridge for 9 years.

I am opposed to Bill S.524 regarding co-mingling of federal and state funds for the building of toll roads.

With the federal government having such a large deficit it is absurd to be asking anymore from the U.S. Government. Furthermore, the federal budget will never be balanced if people in your position continually brew up ideas as ridiculous as co-mingling of monies for toll-roads. Toll roads have a very cut and dry approach. None of our tax dollars are used for the construction nor the maintenance of tollroads. The only reason I can see for changing the system is because you are being persuaded by people that know the road could not be built without other revenue. I feel federal monies should be used for more important things such as our school system, educating factory workers and so many other people in the variety of fields being affected by the computer revolution. More federal monies should be spent on toxic waste clean-up, more for designing and development of mass transportation. Pollution is such a worn out topic but so unconceivably important for future generations. America as a nation is not only harming our own nation's environment with carbon monoxide but Canada is also being affected by acid rain.

Senator Percy, you stated that by passing S.524 it did not mean we would get construction of FAP 431, but in your letter to the President preceeding your bill you specifically mentioned FAP 431.

We have the East-West Tollroad going by the Morton Arboretum,it has suffered significantly from the urbanization of DuPage. There is no justification to place more of the Arboretum under highway bulldozers.

There are 19 schools within 8/10ths of a mile or less of FAP 431. Proximity to expressways is incompatible with educational activities.

We moved to Woodridge from Chicago to avoid the noise and congestion of the City. We both cannot stand the sight of roads 6 lanes and despise elevated highways. If we wanted the convience of an expressway we would have moved near one.

Sincerely,
Pamela Nicholas
Pamela Nicholas

Statement for the public hearing before the U. S. Senate Environment and Public Works Committee, Transportation Subcommittee, Wheaton, Ill., July 6, 1983.

My name is Jean C. Mooring, 295 Abbotsford Court, Glen Ellyn, Illinois. I am Natural Resources Chair for the DuPage County League of Women Voters, and I am also a Glen Ellyn resident since 1958 and a taxpayer. Therefore, my statement today will be in two parts, the first on behalf of the DuPage County League of Women Voters, and the second on behalf of my family and myself.

The DuPage County League of Women Voters neither supports mor opposes Senate Bill 524 in its present form because we have not studied this specific proposal to authorize Federal aid toll roads. However, we do have various concerns and recommendations to bring to the attention of this committee regarding the environmental impact of these proposed toll road-expressways in DuPage County, especially FAP 431, the north-south expressway to parallel Rte. 53. Since it is the national policy of the League of Women Voters to "promote the wise management of resources in the public interest and an environment beneficial to life", we want you to know that we see the following areas of concern:

1. Air pollution. These proposed expressways will attract to central DuPage County increased truck and auto traffic with attendant increased emissions of nitrogen oxides and particulates, degrading ambient air quality and jeopardizing the health of certain vulnerable segments of the population, such as the elderly and persons suffering from asthma, emphysema and heart disease. There will also be airborne salt in fine spray emanating from the highways in the winter which can severely damage trees and other vegetation on adjoining properties.

2. Water pollution. Highway stormwater runoff contains such pollutants as gasoline and oil, salt, and heavy metals like cadmium and lead and is a principal source of non-point pollution of surface waters and of the shallow aquifers. More highways mean more non-point source water pollution, which is the hardest type to control.

3. Noise. The constant rumble of high-speed traffic, if unbuffered by fences, berms or foliage, can depreciate neighboring property values, especially in several residential areas where the highway will be elevated.

4. Impact on the East Branch of the DuPage River watershed. The League of Women Voters believes that preserving floodplain land from development is wise and prudent because it will provide storage for stormwater during floods and minimize damage to property. The League believes that it is equally important, especially in these times of impending water shortage, to preserve prime aquifer recharge areas, many of which are found along the East Branch of the DuPage River and underlie the route of the proposed expressway. Glen Ellyn, in particular, which draws its water from the shallow aquifer, may be severely impacted if prime aquifer recharge areas are paved; and residents of Glen Ellyn,

Valley View, and other floodprone areas may experience even worse flooding if the expressway is built in the floodplain as currently proposed.

5. Impact on Churchill Forest Preserve. Part of the eastern end of the preserve will be converted to highway purposes with a loss of recreational and aesthetic values for the public. The League believes that open space is precious, especially in the rapidly urbanizing Chicago area, and every effort should be made to protect it.

6. Impact on the Illinois Prairie Path. This popular 45-mile national recreation trail will be cut during expressway construction and perhaps permanently unless the Federal government mandates the building of a bridge to guarantee Path continuity in the Federal Environmental Impact Statement.

7. Impact on the Morton Arboretum. Arboretum land will be taken for right-of-way acquisition and interchange modifications. Air and water pollution will do such harm to the woody plants and noise will so impede the educational process that the Board of Directors of this beautiful and world-renowned outdoor museum may decide to sell part of its holdings and move its most valuable collections to western Illinois or even out of state.

These are the principal areas of County League concern regarding the environmental impact of FAP 431. Our recommendations, if the expressway is approved, are that a comprehensive environmental impact statement be prepared addressing each of these questions, and that there be ample opportunity for public comment at every stage of the process. We assume that this is what is meant by the wording of Senate Bill 524, section (a), " the Secretary may permit Federal participation on the same basis and in the same manner as in the construction of free highways under this chapter in the construction of any new toll road". However, we think the wording of SB 524 should state clearly that such an environmental impact statement will be required.

This is the end of the first part of my statement on behalf of the DuPage County League of Women Voters.

For the second part of the statement I speak on behalf of my husband and myself, who are taxpayers and have been residents of Glen Ellyn since 1958.

We oppose Senate Bill 524. Our concerns and recommendations are as follows:

1. The environmental impacts of FAP 431 as listed above. Furthermore, we want to make it cleat that open space, natural areas, and the quality of life in DuPage County were what attracted our family here in 1958. We think most County-residents share our desire to preserve these

values and keep DuPage a good place to live. We also believe in controlling development and population growth, and we know that building FAP 431 will encourage overdevelopment and a resurgence of the population explosion so that DuPage County will become more and more like Cook County, completely urbanized.

2. FAP 431 will be too expensive, costing as much as 400 million dollars for 18.8 miles, eight times as much as it would cost to widen 10½ miles of Rte. 53 to four lanes. In addition, building FAP 431 as a toll road would be unfair to DuPage County taxpayers, who would be paying twice for it, through their gas taxes as well as tolls.

3. Besides wasting open space, natural resources and tax money, FAP 431 will also waste energy by encouraging individual auto trips and subsidizing truckers to the detriment of more energy-efficient forms of transportation, such as railroads and mass transit.

Our recommendations to the Committee are these:

1. Instead of aiding the building of FAP 431 as either a freeway or a toll road, the Federal government should assist with the upgrading and maintaining of existing highways. Rte. 53 should be widened to four lanes all the way from Army Trail Road to the Stevenson Expressway. In addition, computer technology could be used to synchronize stoplights and speed limits could be adjusted to facilitate traffic flow.

2. The Federal government should encourage the use of buses and other forms of mass transit on existing highways and should promote passenger and freight service on the nation's railroads.

3. If the Federal government is really serious about requiring users to pay the costs of constructing and maintaining the national highway system, weight-distance tax legislation should be passed so that truckers who benefit the most from the system and damage it the most will pay their fair share of the costs.

Thank you.

Jean C. Mooring

TESTIMONY IN OPPOSITION OF SENATE BILL 524

(Allocation of Federal Funds to Construct
Highways which can be operated as Tollways)

My name is Kathleen A. Tyznik and I have lived at the Morton Arboretum in Lisle, Illinois for 21 years. I am currently employed by the Comptroller of the Currency as an Associate National Bank Examiner.

I want to express my opposition to Senate Bill 524 which has as a primary purpose the construction of FAP 431 which would extend Route 53 from Army Trail Road to Interstate 55. FAP 431 would be built using federal funds and would then be operated as a tollway. My objection to this bill is based on two major reasons: 1) the loss of Morton Arboretum land and inevitable, detrimental,long-term environmental impact; and 2) the construction of an unneeded tollway rather than improvement and maintenance of existing roadways.

The Morton Arboretum was founded in 1922 and is a museum of trees and shrubs. As a museum, it displays a vast array of plants and provides immeasurable beauty to the DuPage County community. There is no comparable institution within the Chicago area. The construction of FAP 431 is estimated to take approximately six (6) acres of Arboretum land. While this may seem to be an insignificant number, the environmental impact will be much larger and extend indefinitely into the future. The effects of the added urbanization will reduce the number of varieties of plants that can be grown in this museum due to increased saline and arid conditions. An environmental impact statement filed in 1972 with the Governor of Illinois and the Head of the Environmental Protection Agency in Washington detailed the disruption of and loss to the Arboretum if FAP 431 is constructed. Added negative impacts include air, noise, and water pollution, disruption of the ecology of Puffer Lake, destruction of portions of Churchill Forest Preserve, and increased flooding. The long-range disruption should be re-evaluated and considered prior to further plans for FAP 431.

Secondly, I do not believe that an additional tollway is of paramount importance for DuPage County. We already are overburdened with tollways. Additionally, this type of roadway would require the use of our tax dollars above and beyond the gas taxes we are already paying for our roads. DuPage County would be incurring double costs for additional tollways whereas the rest of the state would not. I believe that rather than plunge ahead with FAP 431 alternatives should be investigated. Existing roadways could be repaired and improved at much less cost than the proposed new tollway. As a commuter, this in my opinion, would be a much better solution to traffic flow problems. We do not need additional, expensive tollways built in DuPage County, instead we need to have existing, ample roadways improved and maintained.

I sincerely believe that this bill should be defeated. Outdated studies for the need of this roadway do not provide sufficient support for the construction of such a roadway. I urge you to re-evaluate the affects of this proposal and defeat the legislation.

Thank you.

Kathleen A. Tyznik

Kathleen A. Tyznik
Morton Arboretum
Lisle, IL 60532
June 28, 1983

June 29, 1983

SUBJECT: PROPOSED HIGHWAY FAP 431

I am writing this testimony as a concerned resident of the Village of Woodridge and the State of Illinois. The bill introduced into Congress by Senators Percy and Dixon to provide funding for proposed expressways FAP 431 and FAP 426 is unjust because the bill in effect calls for double taxation of area residents to generate revenues for highway construction. Since the bill singles out Illinois as the only state affected by the proposal, we serve as guinea pigs for an untested method to provide new highways.

I know I speak for the whole community of Woodridge when I say that we don't want our city, homes, or lives to be subjected to an experiment. We want our tax dollars used where they are badly needed, like the maintenance of existing roadways and bridges.

Proposed highway FAP 431 is an outdated and costly idea that should be permanently filed and forgotten.

Jeffrey A. Quell
Woodridge, Illinois

[60,60]S524.TES;13 C75
29-JUN-83 14:59:00 L55

Prepared for submission to the U. S. Senate
Environment and Public Works Subcomittee,
Transportation Subcommittee, at Hearing on
6 July 1983 in Wheaton, Illinois

The author is a resident, property owner,
and registered voter of Woodridge, Illinois
in DuPage County, one of the villages through
which FAP 431 would pass.

THE IMPACT OF SENATE BILL 524 AND FAP 431

by Dr. Edgar A. Rhodes

Summary

Senate Bill 524, sponsored by Senators Charles Percy and Allen Dixon, proposes to change Federal law to allow new Illinois tolls roads to be eligible for federal assistance, specifically to permit construction of FAP 431 and FAP 426. This bill has little merit and should be dropped from further consideration. The advantages of its passage for residents of DuPage County, Illinois would be far outweighed by its disadvantages for these residents, and it would have adverse impact on the average U. S. taxpayer.

S 524 is bad legislation. It proposes to change federal law for only two roads in one state, a highly discriminatory act. If passed, it would invite further such legislation in general and federal funding of U. S. (as well as Illinois) toll roads. This unnecessary burden on the taxpayer would fund economically unjustifiable road projects--in short, pork-barrel boondoggles. FAP 431 certainly represents such a boondoggle: it would be one of the most expensive projects in DuPage county's history, and its need (in light of much cheaper alternative upgrading of existing roads) is questionable. The building of toll roads with federal funds is a form of double taxation, since we are already paying gas taxes (which are increasing) to build roads we would have to pay to use.

FAP 431 would produce harmful effects on DuPage County. Environmentally, air and noise pollution and flooding would increase substantially, especially for the many residents close to the roadway. The ecology of Morton Arboretum, Puffer Lake, Churchill Forest Preserve, and general area flora would be threatened. The Arboretum is a unique and irreplaceable county, state, and national resource of international reputation that must be preserved. The proximity of many schools and residences to FAP 431 is inconsistent with educational and residential activities, and property values will substantially decline. If FAP 431 is built as a toll road, the (already significant) toll-road discrimination against DuPage County would significantly worsen; DuPage tax dollars would build freeways for the rest of the state while DuPage would get more toll roads and double taxation.

While I applaud the efforts of Senators Percy and Dixon to relieve the north-south traffic congestion in DuPage county and to give us back a more equitable share of the federal tax dollar, S 524 is not an appropriate vehicle for these objectives, since it's passage would result in substantially more disadvantages than advantages. Instead, I urge all appropriate state and federal officials to immediately begin on plans to upgrade the existing road system; this is the most cost-effective and environmentally acceptable remedy for the traffic congestion problem.

Specific Testimony

In introducing S 524, Sen. Percy said that the bill would expand current law to allow new Illinois toll roads to be eligible for federal assistance. Specifically, the bill is intended to permit construction of FAP 431 and FAP 426 as toll roads. This proposal to change federal law for only two roads in one state is highly discriminatory. Its passage would invite further legislation of a similar nature. Since the administration has pressed for federal assistance funding for toll roads nationally, the average U. S. taxpayer may ultimately shoulder the unnecessary burden of nation-wide (not just state-wide) funding of economically unjustifiable road projects (pork-barrel boondoggles).

FAP 431 certainly would be such a boondoggle, if funded federally as a toll road. Cost estimates vary, but indicate that FAP 431 could cost a half-billion dollars by time of completion, or over 25 million dollars a mile. FAP 431 is certain to be one of the most expensive projects in DuPage County's history. In attempting to justify FAP 431, county and state planners have been consistently high in population and traffic projections. It is very unlikely that FAP 431 would ever pay for itself in tolls, so that it would be very difficult to raise enough money by bonds to construct it. If FAP 431 were economically justifiable, funding would be available without schemes such as this S 524 boondoggle.

The building of toll roads with tax funds is a form of double taxation, since we are already paying gas taxes to build roads we would have to pay to use. Our gas taxes were just increased 5 cents/gallon in federal tax, and a 5.5 cent/gallon state tax hike is proposed. Toll-road discrimination against DuPage County, already significant, would be substantially increased by passage of S 524 (toll-road construction is sure to follow). Currently DuPage has 8% of state toll-road mileage but less than 1% of freeway mileage. If FAP 431 were constructed, DuPage would have 14% of state toll-road mileage. DuPage taxes would be building freeways for the rest of Illinois while DuPage would get more toll roads and double taxation.

FAP 431 would lead to harmful effects on DuPage County in other ways. The adverse environmental impact would be substantial. Air and noise pollution would increase significantly, as would flooding, particularly for residents close to the roadway. Areas through which FAP 431 would pass already experience chronic flooding problems due to poor drainage caused by the landscape and the large clay content in local soils. The close proximity of 19 schools and thousands of residents to the roadway is inconsistent with educational and residential activities; the quality of life and and property values of affected residents will decline.

FAP 431 would also lead to harmful environmental effects on local flora, due to air pollution, increased soil salinity and aridity, acid rain, drainage problems, and paving over land. In paving over 700 acres of roadway, portions of Churchill Forest Preserve will be destroyed, as will 4 acres of Morton Arboretum (also more Arboretum land would be lost to future tollway interchanges). The fragile ecology of Puffer Lake will be threatened. Numerous species of local flora may eventually disappear due to air, water, and soil pollution; this would be particularly serious for the Arboretum, which grows many species of woody plants for display, preservation, and research. The Arboretum is a unique and irreplaceable county, state, and national resource of international reputation; it must remain as intact as possible.

Conclusion

It is clear that the passage of S 524 will lead to substantially more disadvantages than advantages for DuPage county and for the nation, when legislative, economic, and environmental impacts are considered. Therefore it should be dropped from further consideration. The DuPage County north-south traffic congestion is best remedied in the immediate future by upgrading existing roads; this would minimize the adverse economic and environmental impacts on the area. The cost of upgrading Route 53, which carries essentially the same traffic flow as FAP 431 would, is estimated to be less than 25% of the cost of constructing FAP 431.

While I applaud the efforts of Senators Percy and Dixon to relieve the traffic congestion in DuPage County and to give us back a more equitable share of the federal tax dollar, S 524 is not an appropriate vehicle for these motives. Instead, I urge all appropriate state and federal officials to immediately begin on plans to upgrade the existing road system. After this upgrading, realistic studies can be performed to determine what, if any, need then exists for freeways.

I oppose the building of FAP 431 as a tollway for these reasons:

1. Any project with federal money invariably costs much more than necessary. We cannot trust cost estimates made by involved parties beyond the knowledge, based on experience, that any cost estimate will be grossly exceeded. At this time, when the federal budget is in such awful condition, any large expenditure which is of doubtful value should be avoided. The value of FAP 431 is questionable to everyone except special interest people and groups.
2. If federal money is to be used for building toll roads, then maintenance, operation and toll collection should all be federal, but these are not practical or desirable. What it amounts to is this: There is not enough money (read interest and enthusiasm) in the State to fund FAP 431, so the small, special interest groups gain the federal ear and plead for exemption from the sensible rule prohibiting federal assistance for toll roads.

I oppose the building of FAP 431 as freeway or tollway for these reasons:

1. It would absolutely change the character of my neighborhood and other adjoining neighborhoods. Our peace and quiet will be gone. Our fresh-smelling air

will be gone. All of this is not confined to nearby areas. Smell, dirt and noise travel long distances.

2. I object to FAP 431 as being contrary action to what I see to be sensible, namely to apply alternative remedies to traffic congestion. I object to using higher-than-logical traffic estimates and lower-than-possible cost estimates to create a fictitious solution. I object to ignoring the need for improving public transportation when forward-thinking planners see this as the ultimate solution.
3. I object to any governmental power play as a method of forcing special-interest projects on those who suffer rather than benefit.

Leonard Blankschein
6005 Ridgeway Drive
Woodridge, IL 60517

5920 Perry Drive
Woodridge, Illinois 60517
June 29, 1983

Dear Senator Percy:

I am Lavon Varhol. I reside at 5920 Perry Dr. with my husband. We have lived here nine years.

I am strongly oppossed to the co-mingling of federal and state funds.

Tollroads should be built with the sale of revenue bonds and this is truly the concept of the present administration policy, user pays with no tax payers money. S.524 would have taxpayers paying twice.

Our Country has a huge deficit. Railroad Retirement System is in trouble, medicare costs are rapidly rising. President Reagan is saying our school system needs revamping.

We need our present roads, bridges, and tunnels to be repaired. Also, widening Ill. 53 north to Army Trail Road.

Senator Percy, I have spent 4 days 6-8 hours a day petitioning against S.524. The people I have talked to in Lisle, Downers Grove, and Woodridge are not pleased with your performance.

Yours Truly,

Lavon & John Varhol

Lavon Varhol and John Varhol

6716 Woodridge Drive
Woodridge, Illinois 60517
June 15, 1983

Mr. Senator Percy and Mr. Senator Dixon:

I would like to respond into the records that passing Bill S. 524 (the use of federal funds to support state tollroads in particular FAP 431) is an absurd misuse of our money. Why would you support a bill to use federal money to build another tollroad when 1) school systems are closing. 2) The federal deficit is increasing readily. 3) Tax evaders continue their cheating ways, etc.

FAP 431 is not only a useless tollroad/highway but is designed to be built in some areas 30 feet over densely populated towns. The highway will virtually eliminate the popular Morton Arboretum and destroy DuPage county's last remaining glacial lake. Furthermore, DuPage County has a problem with drainage already, let alone constructing more concrete. I could go on forever on reasons for not passing Bill S.524, but would rather urge the point that this motion in congress is a mistake and both Mr. Percy and Mr. Dixon should reconsider your stand.

Lastly, I would like to bring to your attention how the politicians are dealing with this problem. I have noticed that when politicians want something passed that is not always sensible, they find a sneaky way to get their position through the red tape. The same is happening here. Having a hearing on Wednesday, July 6 at 9:00 a.m. is completely and absolutely sneaky. This is the week most people travel. Also, if not traveling due to holiday people are working at 9:00 a.m. Of course there will be a poor turn out, making it easy for the hearing comittee to conclude that no one cares, well you are wrong. As of today we have approximately 8,500 signatures against Bill S.524.

A vote for S.524 is a no vote for my incumbent senators.

Sincerely,
Kenneth Nicholas
Kenneth Nicholas

June 21, 1983

United States Senate Environment and Public Works Committee
Transportation Subcommittee
Du Page County Center
421 N. County Farm Road
Wheaton, Illinois 60187

Members of the Committee:

My name is Ruth E. Brownell. I live at 25 W. 687 Armbrust, Wheaton, Illinois, 60187. I am requesting that the following statement be placed in the record of the Hearing concerning Senate Bill 524 and the building of toll road FAP 431, to be held July 6, 1983, in the Auditorium of the Du Page County Center, Wheaton, Illinois.

It has come to my attention that Senator Percy has recently introduced Senate Bill 524 to allow new toll roads in Illinois to be eligible for Federal assistance. Specifically, the bill is intended to permit FAP 431 and FAP 426 to be built as toll roads. This bill has been co-sponsored by Senator Dixon. I am writing to express my immediate concern with and opposition to the building of FAP 431 from Army Trail Road to the Stevenson Expressway in Du Page County.

As an elementary school teacher who resides and works in Du Page County, I am especially concerned with the environmental impact of such construction as well as the enormous cost involved. Environmentally, the following concerns should be given thorough and immediate consideration:

1. There will be much additional air and noise pollution due to the large number of vehicles traversing this highway.
2. There will be more water pollution due to the run-off from the enormous amounts of salt used on the highways during the winter.
3. There will be increased flooding along several creeks and drainage areas due to construction of berms blocking the normal drainage flow as well as water recharge areas being paved over.
4. Over 700 acres of landwill be turned into freeway. As a result portions of Churchill Forest Preserve will be destroyed and Morton Arboretum will lose at least four acres. The fragile ecology of Puffer Lake and substantial flora of the Arboretum will be threatened. The Arboretum is unique and irreplaceable. It has already suffered significantly from the urbanization of Du Page County. Roadways, gas and electric easements, natural water course rerouting, and sanitary treatment facilities have all encroached substantially into this area. The Arboretum is a nature museum of flora and birdlife. It has taken years to establish the many plants which can be seen here as well as the preservation of native wildflowers and woodland trees and shrubs which have in some instances nearly reached the endangered species level in this state. Many of these plants can be grown no where else in northern Illinois because of our harsh winters, but due to the unique setting and careful, planned planting of protective areas, and the scientific culture of the soil, the

variety and beauty of these plants have been successfully established in this area. The Arboretum is a natural woodland which is enjoyed daily by thousands of people both summer, fall, winter, and spring. It also offers many educational courses for adults and children throughout the entire year. If anything should destroy any part of this beautiful natural flower and woodland museum, it would be a great loss to the many thousands of individuals and families who enjoy the quiet serenity of this area so often and who avail themselves of its educational opportunities.

The Chicago metropolitan area is last among large metropolitan areas in the preservation of open space. There is absolutely no justification to place more of the Arboretum under highway bulldozers.

5. There are nineteen schools within 8/10ths of a mile or less of FAP 431. This proximity to expressways is incompatible with educational activities. The schools of the area use this museum to advance their educational growth.

Secondly, the cost of this proposed 18 mile highway construction project is absolutely horrendous. The Illinois Department of Transportation has said the road will cost $249 million in 1979 dollars, and an additional $30 million to acquire the land. The cost in 1985, (which would probably be the earliest year of construction) using an 8% inflation factor, would be over $400 million for 18.8 miles of road (without land cost). That amounts to over $21 million a mile.

Further, it seems you are ignoring the fact that we are already paying, with our gas taxes, to build this road, yet you propose we pay again to use it as a toll road. The federal gas tax just went up 5¢ a gallon and the state of Illinois is proposing a 5½¢ a gallon state tax increase which I am sure will pass very soon.

There also seems to be some kind of toll road discrimination in Du Page County. There are 260 miles of toll roads in the 102 Illinois counties. Du Page has 8 % of the toll road mileage and less than 1% of freeway mileage in the state. Fifty-six per cent of expressway standard roads in Du Page are toll roads. Thirteen per cent of expressway standard roads in thestate are toll roads. For every mile of freeway, the state averages less than 2/10ths of a mile of tollway.

If FAP431 were to be built as a toll road, discrimination against Du Pagewould worsen. Du Page would then have 14% of all state toll road mileage. Du Page would have 71% of its expressways operated as toll roads. For every mile of freeway, Du Page would have 2.42 miles of tollway. Du Page tax dollars would be building freeways for the rest of the state.

Finally, there is an alternative which should first be prudently implemented. The existing facilities should be upgraded before even considering FAP 431. The Illinois Department of Transportation has said that upgrading existing Route 53 to four lanes would cost approximately $33 million for the approximately 10½ miles involved. In 1985 dollars that would be $4.98 million a mile or $52 million, using the same 8% inflation assumption. Route 53 can be upgraded at 25% of the cost of building FAP 431. And there would be no tolls involved!

In 1979, Du Page County Transportation Study estimated that construction of FAP 431 from Army Trail Road to the South[illegible] County Line (approximately 15 miles) would cost $47 million in 1978 dollars and an additional $30 million in right-of-way acquisition. In [illegible] dollars, this would be only $80.5 million for construction using [illegible]8% inflation factor, or $5.3 million a mile.

It is apparent that the planners have varying cost figures, but it is certain that FAP 431 would be one of the most expensive projects in the history of Du Page County.

Members of the Committee, Senator Percy has introduced a bill that states that he has intended to "experiment with more toll roads in Illinois." He states that "allowing Federal assistance to construct Illinois toll roads would serve a useful case study to assess the existing Federal policy prohibiting toll highways from receiving Federal highway funding. Since the administration has pressed for legislation that would apply this principle to all 50 states, it would be beneficial to study the results of a change in this policy in a single state, before applying it to all the states." Illinois' taxes are high enough now. We do not need to "experiment" with any such project as costly as this one. As I stated before, the taxpayers of Du Page County would be paying twice for this highway through gasoline taxes and as a user tax or toll for use of the highway.

I propose that our tax dollars first be used to upgrade and maintain the existing roads in Du Page County. Highway 53 is already there. It has been improved north of Army Trail Road. Let's connect that improvement by continuing it all the way to the Stevenson Expressway south. Let's update and repair it at one-fourth the cost of a new toll road. This improvement would be funded without tolls.

Respectfully yours,

Ruth E. Brownell

Ruth E. Brownell

TO: SENATOR CHARLES PERCY

RE: S 524 and FAP 431

As one of many taxpaying citizens affected by the toll road proposed under the bills listed above and generally concerned with unnecessary government spending, I feel compelled to memorialize and present my arguments and thoughts in opposition to S 524 and FAP 431.

After reviewing your remarks to the Senate on this legislation, it occurred to me that any avid proponent of a particular position, no matter how great or small in importance, often tends to overstate its benefits and overlook its pitfalls. This proposition is no different.

The Senator estimates that this "critical north/south artery" would only cost the taxpayer 190 million dollars. I would be interested to examine the source of your figures. The Illinois Department of Transporation figures indicate that the road would cost 249 million dollars in 1979 dollars with an additional 30 million dollars to acquire the land. Using a modest inflation rate of 8 per cent, the 1985 cost would be 400 million dollars, excluding the cost of the land;or twenty-one million dollars a mile; a healthy sum by any standards.

Responsible government, our government ,dictates that expenditures of this breath be made only after careful analysis, and not as a knee jerk response to political pressures a particular administration or ideology may apply to stimulate economic statistics enhancing its record. Although both a healthy economy and unemployment statistics concern us all, reckless spending is more harmful than either and, economists agree, contributes to both.

The Senator is aware that an artery, Route 53, already exists conncecting the two desired locations. I suggest that a study be undertaken to examine the possibility of widening this route as an alternative to the proposed tollway. The benefits of this option seem obvious. First, the tax payers would undoubtedly be saved hundreds of millions of dollars; money which could be much better spent on improving our schools. Secondly, travelers would not be required to pay tolls, just as they are not now required to do. Thirdly, those of us who live in Dupage County already pay a disproportionate amount of tolls in our comings and goings into, out of, and through our county. The last thing we need or want is another tollway.

The environmental impact of such an undertaking would surely be harmful. For example, the Morton Arboretun and other natural preserves in the path of the proposed tollway would undoubtedly diminish. Furthermore, noise and air pollution in areas previously residential areas would increase substantially.

The nut of the issue is need. The burden is on the proponents to establish that the benefit of this proposed tollway far outweighs not only the detriments it surely will cause, but also the feasibility of alternatives. This is especially crucial in the decade of the 80's when our economy is adjusting to internal changes. Caution should be our overriding consideration. Progress is important, but not at the risk of instability and recklessness.

Our legislators, as guardians of the public's interests and funds, must be careful to examine the wishes of all their constituents and only where the interests of the general population are served should they undertake projects such as those proposed under S 524. Guinea pig projects such as these are irresponsible and unnecessary at best. It's passage whould in no way reflect the best interests of the community, county or state. The shoulders of the average citizen are laden with taxes. Enough is enough. For once, listen to the wishes of those who elected you and forget the interest groups and political manuervers who devise projects like this.

Dennis J. Sopata
6116 Allen Drive
Woodridge, Illinois

6105 Allan Drive
Woodridge, IL 60517
June 29, 1983

U.S. Senate Environmental and
Public Works Committee
Transportation Subcommittee

Dear Sirs:

I am writing to inform you that my husband and I are strongly opposed to passage of Senate Bill 524. We trust that you will take our opinion under consideration.

Sincerely,

Mrs. Robert E. Botto

RICHARD A. THOMPSON
2 SOUTH 415 OAKLAWN DR.
GLEN ELLYN, ILL. 60137

June 29, 1983

To Whom it may concern:

Please be advised of my opposition to FAP 431. I say this as a 19-year resident, homeowner, and Pastor of the area surrounding the Morton Arboretum.

If there were no viable alternatives to this expressway/turnpike, the need for FAP 431 would be understandable and defensible. But to expand the traffic capacity of Route 53 is a very clear, much less costly, and less environmentally damaging option.

Respectively,

Richard A. Thompson

Butterfield Homeowners' Assn.

July 1, 1983

TO: The United States Senate Environment and Public Works
Committee, Transportation Subcommittee

FROM: The Butterfield Homeowners' Association

The beauty of Democracy is that it allows for the voice of the people to be heard. In practice, however, some of the voices are bigger and louder than others. The voices of economic, political, and municipal interests often are of booming volume, frequently drowning out the voices of less influential citizens -- the individual, non-powerful, but concerned voter. I speak today for more than a thousand of the "little" people in the hope that our voice will be heard above the clamor of more influential voices you will hear. This is what these "little" people have asked me to say:

Gerrie Seng
Corresponding Secretary
Butterfield Homeowners'
Association

UNITED STATES SENATE ENVIRONMENT AND PUBLIC WORKS COMMITTEE, TRANSPORTATION SUBCOMMITTEE

Butterfield Homeowners' Association is in an unincorporated area of Du Page County, located north of Butterfield Road and on both sides of the proposed elevated FAP 431 Freeway-Tollway Road proposed by Senator Charles Percy and Senator Allen Dixon. The Association represents over 1,000 petitioners.

This is a request asking you to reject the proposed project. Our request is based on the following reasons:

1. The proposed route closely parallels the existing Highway 53, and a tollway on this route would be a wasteful duplication. Route 53 is a local highway, which will remain, and is, in need of major improvements.

2. The major employment growth area of Du Page County is in a narrow East-West strip 18 miles long, extending from Oakbrook to Aurora. The fastest growth area in residential, shopping, and employment is the Naperville-Aurora area. This is also the area with the open land to develop. If a new highway is justified, it should be built about 8 miles to the west of the proposed FAP 431 route, near this future growth area.

3. The noise and air pollution from the proposed elevated highway will adversely affect our health and property values.

4. Route 53 should be widened to 4 lanes, and then a study made as to the feasibility of constructing the most expensive highway in Illinois (FAP 431).

5. The Toll Road System represents double taxation with zero public input as to the tolls, expenses, and bond retirement. To date, no toll road in Illinois has become a freeway.

6. For the past 20 years, the State of Illinois Transportation Department has been pressuring local residents to submit to FAP 431 by not improving Route 53. In future, they will use the same tactic to generate traffic on the tollroad. The tollroad cannot compete with an up-graded Route 53 two reasons: the tolls themselves and the fact that the traffic on Route 53 is local.

7. The proposed route parallels the Du Page River which has a flooding problem. The flooding, which has closed Route 53 at times, is into residential homes, the Lombard Park District Golf Course and the Morton Arboretum.

8. Air pollution and the taking of additional property will adversely affect the Morton Arboretum.

9. There will be an additional loss of the little remaining open space in Eastern Du Page County.

10. There are three primary North-South highways: Ill. 53, Ill. 83, and the North-South Tollroad, serving Eastern Du Page County and only one, Ill. 59, serving the major growth area of Western Du Page County.

11. The proposed FAP 431 would take land from the Churchill Forest Preserve, thereby further reducing our open space.

As an unincorporated area with no input as to the future of our area, we thank you, Senator Charles Percy and Senator Allen Dixon, for holding a Public Hearing. This is a first; keep it up.

Sincerely,

Scott Dalaskey
President
Butterfield Homeowners' Assn.
21 West 205 Coronet
Lombard, Illinois 60148

Statement submitted to the Subcommittee on Transportation, Senate Committee on Environment and Public Works

Subject: Senate Bill S524 July 6, 1983

Submitted by Ross Clark, Ph.D.

I thank the Subcommittee for providing this opportunity for the public to comment on this bill. I am a resident of Lisle, Illinois, and am employed as Curator of Education at the Morton Arboretum. This is not an official statement from the Morton Arboretum, and does not necessarily represent the viewpoint of that organization.

My comments are related specifically to my present activity as an educator. All of my professional life has been devoted to teaching, administration, and botanical research.

Experience has reinforced some of my strongest first impressions of the Morton Arboretum: that it is a physical and mental oasis, and that it speaks with a voice that should be heard and heeded. Its voice is not one of limited, special interest; rather, it is a deeper, much more eloquent statement of basic harmony between human and human and between humans and their environments. We ignore at our peril the fact that the basic forces which really sustain, nourish and replenish our minds and spirits and our civilizations are not political or economic, but are the natural systems on our planet. Daily, our activities place these systems in greater jeopardy, even though we cannot live at all without them. If this process is not arrested by the conscious and determined attention of our collective will, there is no doubt that our species will eventually commit suicide. Instead of its own special interest, this is the viewpoint that the Arboretum represents, and if you are to have any credibility whatsoever as a "Committee on Environment," you must heed this viewpoint and act accordingly.

As the plane approached O'Hare Field at night on my first visit to this area, I was amazed at the vast extent of the Chicago metropolitan area, which stretched below in all directions to the horizon. Never before had I seen all at once such a humming network of so many people, so much activity, and such incredible energy consumption radiating into the sky. And yet, there were quiet, dark spots in this feverish mosaic, and one of them was the Arboretum.

Each year, thousands of people come to the Arboretum from the press of urban life for relief and replenishment, to reaffirm their connections with the Earth and each other. The Arboretum's diverse landscapes are a strong statement of how the natural world and human influence can be integrated harmoniously. Farther afield, the Arboretum's east woods are a living example (and scientific laboratory) of how natural systems once touched by humans can recover, if their basic integrity has been left intact.

Annually, nearly 5000 adults and over 20,000 children enroll in structured educational activities in which we help them understand and appreciate that their relationships with nature need not be exploitive, that they can live with the natural world that sustains them without destroying it. After they come, we frequently hear from them that they are grateful to us for reminding them that ecologically non-violent lifestyles are possible. The death of landscape to which this urban area testifies seems to weigh on them most of the time, and they apparently welcome being reassured that there is more to life than what the urban environment subjects them to.

We as humans did not come into being, and our underlying psychological and physical needs did not evolve in urban landscapes - these surroundings are basically alien and threatening to our individual and collective health. Only about 15,000 of our 2.5 million years as humans (about 1/2 of 1%) have been spent in permanent settlements. We were shaped in harmony with the natural world, and must preserve our connections with it in order to maintain collective sanity. Humans are adaptable, but most of us merely cope with the urban environment, rather than feeling at one with it. We still seek the lakeshore, the sunsets, the open areas in which to relax. This is a basic and compelling reason that people need the Arboretum.

If FAP 431 is built, whether as a freeway or tollway, the Arboretum's ability to ameliorate urban life and put people back into intelligent touch with their environment will be severely impaired. Already, our ability to teach effectively on the Arboretum grounds has been severely affected in many areas by noise from airplanes overhead and traffic noise from Illinois highway 53 and the East-West Tollway. If FAP 431 is completed as currently routed, our finest areas in the Arboretum's east woods will be subjected to a continual onslaught of high noise levels, greatly diminishing their value as teaching areas and as safety valves for the many people who use them now to escape the similar onslaught they must endure elsewhere.

The east woods of the Arboretum is one of the finest, if not the very finest example of native woodland remaining in northern Illinois. Long-term research monitoring is underway in this area that may give us new insights into the ecology of woodlands in our region. In addition to intolerable levels of noise pollution, the impact of continual, higher levels of air pollutants and salt spray in winter will severely impair the value of this woodland as an important research area. There is no doubt about this threat; it is real.

Once a natural area has been destroyed by humans, there is no way to bring it back. Once a unique educational and social resource such as the Arboretum has been swallowed whole by urban sprawl and subjected to intolerable levels of pollutants from unnecessary highways, it can no longer be an effective oasis from and an effective statement of alternatives to human destruction of the landscape. Through the 40-year history of education at the Arboretum, some of the finest minds in ecological thinking on this continent have been stimulated and inspired.

Is there no limit to which we are willing to go in destroying scarce and irreplaceable resources, and replacing them with common, destructive, and unnecessary monuments to technology? We live in a technological age which we have spawned, but it is not our mother - the Earth is. Please permit us to continue to use what very little is left in our area for the good of society in general. For these reasons, FAP 431 should not be built, no matter who is willing to pay for it.

GEORGE F. POTT, JR., MEMBER
10925 PERRY HIGHWAY
WEXFORD, PENNSYLVANIA 15090
PHONE: (412) 935-4220

HOURS: 9:00 TO 1:00

HARRISBURG: (717) 787-6651

COMMITTEES
APPROPRIATIONS
FEDERAL-STATE RELATIONS
URBAN AFFAIRS
LEGISLATIVE BUDGET AND FINANCE
LEGISLATIVE AUDIT ADVISORY COMMISSION

HOUSE OF REPRESENTATIVES
COMMONWEALTH OF PENNSYLVANIA
HARRISBURG

Testimony to be Presented

To

Transportation Subcommittee of the

Senate Environment and Public Works Committee

United States Senate

By

State Representative George F. Pott, Jr., Chairman

Governor's Toll Road Task Force

Commonwealth of Pennsylvania

July 6, 1983

Good Morning:

I am State Representative George Pott from the Commonwealth of Pennsylvania and currently Chairman of Governor Thornburgh's Toll Road Task Force.

It is indeed a great pleasure to testify today before the Transportation Subcommittee of the Senate Environment and Public Works Committee on the vital issue of "Toll Financing."

Before discussing with you the specific activities of the Task Force however, I would like to first share with you, what I consider to be some startling, if not frightening statistics, relative to highway and bridge needs, both nationally and in Pennsylvania. After you have heard these figures, it is my hope that you will be shocked. Shocked enough to recognize, if you are not already aware, the magnitude of the current highway crisis facing every state in the nation today, especially Pennsylvania; and why the Toll Road Task Force was appointed by Governor Thornburgh.

Let's begin by examining our present Interstate Highway System:

1. Our Interstate Highway System which is still 1,500+ miles short of completion, is deteriorating at a rate of 2,000 miles a year.

2. Of the 40,000+ miles of Interstate Highways today, 20,000 miles or 50% will require major repairs and resurfacing during the next 10 years; 8,000 miles will have to be totally rebuilt; and 1,600 miles are presently obsolete in design, making them inadequate for today's traffic.

The Cost:

1. According to the United States Department of Transportation the cost of repairs alone will exceed $33 billion.

2. It will cost an additional $40 billion to construct the 1,500+ miles of missing links.

These cost figures become even more dramatic when one considers that 40,000+ miles were constructed between 1956 and 1981 for $176 billion, yet today it will cost $40 billion to build only 1,500 miles.

What About Bridges?

Forty-five percent of this nation's 550,000+ bridges are in trouble. Specifically, an estimated 126,000+ bridges were classified as being structurally deficient in the 1982 Highway and Bridge Replacement Report to Congress. Another 121,000+ bridges were labeled functionally obsolete. Some 149,000 bridges have been or are being posted for reduced vehicle weights and another 3,416 bridges have been closed, resulting in a loss of millions of dollars to business and industry. One example with which I am personally familiar is the deteriorating Thompson Run Bridge in the Pittsburgh area which resulted in a 36 mile detour, due to weight restrictions placed on the bridge. This has cost U.S. Steel an additional $16 million in added transportation costs since 1978.

The Cost of Repairs and Replacement?

According to the Federal Highway Administration it will cost in excess of $47 billion to rehabilitate or replace these deteriorated bridges.

What About Other Highways?

1. It is estimated that 53% or 1.03 million miles of this country's 1.95 million miles of other paved roads, not including Interstate Highways, also require immediate attention.

2. Of these, 12.3% or 240,000 miles are in poor or very poor condition according to the standards of the American Association of State Highway and Transportation officials.

The Cost of Repairs or Replacement?

- $144 billion based on an average reconstruction cost of $600,000 a mile. This compares with costs of $20 million a mile for new construction of an interstate highway.

- Additionally, according to the U.S. Department of Transportation, it will cost more than $500 billion over the next 10 years to keep the remaining 87.7% of primary and secondary highways, not presently deteriorated, from becoming so.

The Total Cost of Needed Highway and Bridge Construction?

According to a May 17, 1983 article in the Journal of Commerce, the figure is $1.57 trillion dollars. That's right, one ... point ... five ... seven ... TRILLION ... dollars!!! ... and this projection is being made at a time when many in the federal government favor cutting, not increasing, federal aid to states for highway and bridge construction.

But What About the Hidden Costs?

According to TRIP (The Road Information Program), a Washington D.C. highway industry group, the annual added costs to the private sector, your members, to drive on deficient roads and bridges in 1980 alone, was some $26.4 billion or $184 per motorist at 1980 prices. This includes wasted gasoline, lost business, increased tire wear, broken axles, and added repairs to brakes, steering, and suspension systems. They also estimated that over 16 billion gallons of gasoline, worth $5.4 billion, was wasted by the driving public due to driving over sub-standard roads and bridges.

Additionally, and equally, if not more important, TRIP estimated that 3.9 million accidents occurred in 1980 which were caused by obsolete roads. This represented 21.4% of all accidents and cost over $8.6 billion in hospital expenses, property damage, and loss of personal productivity!

The Federal Highway Administration, on the other hand, in a recent study estimated that by spending $4.3 billion to repair highways and bridges, we could prevent 480,000 injuries and save 17,200 lives over a 15 year period.

On a more positive note, the Journal of Commerce article also stated that by repairing and replacing our nation's infrastructure, including our highways and bridges, over 6 million new jobs could be created:

- 1.5 million in construction;
- 1.7 million in construction related industries; and
- another 2.8 million in non-construction business.

This would obviously go a long way toward expediting economic recovery in this nation, especially in Pennsylvania, where the steel needed to rebuild our highways and bridges could be produced.

The only "catch," I would suggest to you today, is where will the $1.57 trillion dollars needed to accomplish this admirable objective come from?

Hopefully, a portion of the answer lies in the work presently being undertaken by our Task Force. In fact, the magnitude of the highway problems I just outlined to you, particularly the costs involved, are in part, the reason our Task Force was appointed by Governor Thornburgh in the first place. Put simply, we were asked to determine, where will the money come from to build the highway facilities that are needed in Pennsylvania, and secondly, what role can toll financing play?

Why Toll Financing At All? - you might ask. Let me briefly address this question.

Having just established that highway and bridge needs in this nation, including Pennsylvania, are great, and that the costs of construction and repair are astronomical, one must consider two other factors in looking at the answer to the question, Why Toll Financing? They are:

1. The declining federal and state revenues available to states from traditional sources for highway construction and repair; and

2. The increased costs of construction as a result of the savage inflation which this nation has experienced during the last decade.

One of the oldest highway revenue sources and the one which has been responsible for providing the revenue to construct and rebuild this nation's highways and bridges for over 80 years, is "User Fees". "User fees" include vehicle and parts taxes, the motor fuels tax, license and registration fees, as well as tolls. In fact, the first vehicle registration fee emerged in New York in 1901, while the first motor fuel tax was levied in Oregon in 1919. By 1929 both of these "user fees" were instituted nationwide.

For decades the system worked well. It seemed to be a fair method of financing needed highway improvements, in that "user fee" revenues, particularly revenues from motor fuel taxes, were directly proportional to the amount of travel. Thus those who benefited from highways, were those who paid to construct and maintain them.

Year after year the number of licensed drivers contributing to the "user fees" increased substantially, from 59 million following World War II to over 140 million, 30 years later. During this same period of time the number of miles that Americans traveled was growing at a rate of 265% annually. The number of vehicles also increased substantially as new highways were constructed and others improved. In fact, the number of cars on the road increased from 8,000 at the turn of the century to over 110 million in 1976 when this country celebrated its 200th Anniversary.

In order to keep pace with the public's increased demand for more and better highways, Congress in 1956 established the National Transportation Defense Highway System and the Highway Trust Fund. Under the Federal Highway Trust Fund, revenues acquired solely from "user fees" were to pay for federal highway aid to states, for the construction of the Interstate Highway System. "User fees" contributing revenue to the Federal Highway Trust Fund included a tax on gasoline and fuels, fees on tires, trucks, and buses, and on parts and accessories to mention a few. Prior to 1956 revenues from federal excise taxes went to the general fund and were not necessarily reserved for highway related projects.

For many years the revenue generated from the motor fuel taxes and other federal "user fees", kept pace with highway expenditures and adequately supported the construction of the Interstate Highway System. In fact, more than $125 billion has been collected through "user fees" at the federal level in the 27 years since the Federal Highway Trust Fund has been in operation.

Thus for almost 30 years Americans have been able to count on a "user fee" revenue system that was growing annually, at a rate proportionate to the growing reliance on highways; with the beauty of the "user fee" system being, that motorists were receiving a direct return from their investment in highways, through the payment of taxes and fees that directly supported good highways.

Then came the Arab Oil Embargo of 1973 and the extraordinarily high inflation rate experienced in this country during the last 10 years. Things began to change. After years of stability, needed revenues to support highway and bridge repair and construction, started to decline significantly. The automobile industry started manufacturing and the public started buying more fuel efficient cars. This in turn caused a significant decrease in motor fuel consumption. Obviously vehicles that get more miles to the gallon, pay less in motor fuel taxes. The net result has been less revenue available to states and the federal government to build and maintain highways. Fuel efficient vehicles while helping to solve our nation's energy crisis, have at the same time robbed billions of dollars from state and federal treasuries to support highway construction programs.

In addition, as gasoline prices started increasing as never before in the United States, for example, from 69 cents a gallon to over $1.00 a gallon between January and December of 1979 (or an increase of 49.8% in 12 months), Americans responded by driving less. This trend has continued and the annual drop in motor fuel consumption shows no signs of stopping. From 1979 to 1980 motor fuel consumption nationally dropped by 7.11 billion gallons or a decline of 5.8%; and some project that by 1990, annual motor fuel consumption will decline by as much as 30%, from what it presently is today.

The "bottom line" is that as a result of what I just mentioned, there just isn't the revenue available to states, including Pennsylvania, from traditional highway revenue sources, at the level required, to maintain and construct needed highways and bridges.

Additionally, while the decline in fuel consumption and vehicle miles driven has dealt a severe blow to the revenues available from fuel taxes to support highway and bridge construction and maintenance, equally severe has been the effect that inflation has had on the problem.

Since 1956, the year the Federal Highway Trust Fund was created, highway construction costs have increased a staggering 300%. In fact, in 1980, states could build only half of what they could have constructed for each dollar spent 10 years earlier. A mile of Interstate Highway that could have been constructed in 1959 for $4 million, as I mentioned earlier, can cost more than $20 million a mile today. Costs of repairing roads has also increased dramatically, jumping by 208% since 1967.

The result of what I have just shared with you, is that these factors have "wrecked havoc" on this nation's highway funding system and for the first time in its 27 year history the Federal Highway Trust Fund found itself in the red. The current highway funding system, nationally and in Pennsylvania, is presently inadequate, and shows little chance of meeting growing highway needs. Simply put, the Federal Highway Trust Fund cannot support a continuation of the funding pattern the states have grown to rely on over the last two decades. As a result, transportation officials and elected officials at all levels, have begun to ask themselves, what's the alternative?

We in Pennsylvania, both in the Executive and Legislative Branches of state government, are doing the same thing. The work of the Governor's Toll Road Task Force is but one example. We can't however, do it alone. It will take a better understanding of the severity of the highway funding problems by everyone, and then the development and promotion of innovative ideas and solutions; toll financing being but one.

One thing remains certain however: The declining capital investment in our existing highway infrastructure in Pennsylvania, a trend of the past ten years, must be addressed and corrected! It threatens the economic future of the Commonwealth and the safety of the public traveling our highways.

I would now like to address some specifics concerning (1) highway needs in Pennsylvania; (2) the concept of toll financing; and (3) the work of our Task Force.

Let's look, for a moment, at the current financial state the Commonwealth of Pennsylvania finds itself in with respect to highways:

1. Like other states, Pennsylvania today faces a critical financial situation because of the magnitude of funds required, to maintain our existing highway network at a satisfactory level of service which the public expects, let alone to construct needed new highways.
2. Traditional state highway revenue sources, i.e. liquid fuel taxes and motor vehicle registration fees, have not kept pace with highway maintenance and capital construction costs for reasons discussed previously.
3. The need to increase expenditures for maintenance, has left fewer dollars for new construction and reconstruction projects. For example, Pennsylvania today is spending about $550 million a year for highway maintenance and resurfacing, but only $100 million for major capital construction projects from state revenues (excluding federal funds); when 10 years ago Pennsylvania was spending $210 million a year for highway maintenance and resurfacing, and $340 million a year for capital construction projects (excluding federal funds).
4. Inflation in Pennsylvania has also resulted in increased highway construction costs, over 120% during the last 10 years.

Thus Pennsylvania today faces multi-billion dollar needs with respect to repairing and replacing deficient bridges, improving existing highways and constructing new highways including the missing links of our Interstate Highway System.

While some states have simply resorted to additional bond financing to provide their major capital construction revenue, Pennsylvania cannot. Pennsylvania presently has a considerably large highway debt of about $2 billion, one of the largest in the country. Thus this precludes Pennsylvania from using general obligation bond financing on a significant scale at the present time as might be the case in other states.

Reliance on increased federal aid is also not the answer, for reasons discussed previously. Additionally, the current structure of federal aid programs does not provide enough flexibility to match Pennsylvania's highway needs, especially with respect to fixing the present Interstate Highway System and constructing the missing links.

With respect to Pennsylvania's Interstate Highway System, let me point out for you the following:

1. The total interstate mileage constructed in Pennsylvania prior to 1970, totals 1,347 miles, with 555 miles constructed prior to 1960. Already 20% of the mileage constructed prior to 1960 has required resurfacing.

2. While the interstate system in Pennsylvania accounts for only 1.3% of the state's total mileage system of over 100,000 miles, the interstate system presently carries 14% of the total vehicle miles traveled in the Commonwealth. Daily traffic volumes on the interstate system range from 10,000 to 19,000 vehicles a day in rural areas, to over 50,000 vehicles a day in urban areas, which represent 20% of the entire system.

3. In spite of the fact that 20% of the mileage constructed prior to 1960 has been resurfaced, (1) many portions have exceeded their estimated design life; (2) 26.1% of the system in need of additional pavement work; and (3) another 24.5% presently is in various stages of developing rough pavement.

Program needs for Pennsylvania's Interstate Highway System exceed $3.3 billion, with $1.6 billion needed for roadway and bridge and improvements and another $1.7 billion needed to complete the missing links of the Interstate System in the state.

But can't other avenues be explored to solve the problem of the lack of needed highway revenues in Pennsylvania, before looking to increased toll financing as a possible solution?

The answer is obviously YES, other avenues can and have been explored.

In addition to increasing the gas tax, the Pennsylvania Legislature in 1982 also passed Act 235, which contained capital budget authorization to carry out a major Pennsylvania bridge replacement initiative. Specifically, Act 235 imposed a $36 an axle tax on every truck, truck trailer or combination over the gross weight of 26,000 pounds, and earmarked the revenue for the replacement and rehabilitation of up to 900 bridges, at a cost of about $1.25 billion over six years. The $67 million the axle fee was to generate the first year was to be deposited in a Highway Bridge Improvement account. This, however, will not be enough.

Local governments in Pennsylvania are also now beginning to reap the benefits from the new state oil franchise tax enacted by the Legislature in 1981, which imposed a 3.5% franchise levy directly on oil companies for the privilege of selling petroleum products for motor vehicles in Pennsylvania. The proceeds, estimated at $192 million in the first year, are being shared with local governments, with the remaining two-thirds to be used by the Commonwealth for road maintenance. This will not be enough.

Put simply, if the residents of Pennsylvania hope to continue to enjoy modern, safe highway facilities, in all regions of the Commonwealth, new and innovative methods of financing the construction of these highways must be found. Additionally, if we hope to have economic recovery in the Commonwealth of Pennsylvania, this state must have needed highway and bridge facilities in all regions of the Commonwealth, in order to support existing industrial expansion and the attraction of new industry.

The challenge is monumental, but the task is not insurmountable. To accomplish this, however, will take a rethinking on the part of many elected officials, groups and organizations, as well as the general public.

Part of this rethinking focuses on the need for an increased use of toll financing to provide the revenue for the maintenance and construction of needed highway improvements. Tolls alone however will not be able to totally support the design and construction of all needed highway improvements. It will still require the sale of bonds, federal funding and other creative financial techniques. However, an increased use of toll financing is, in my opinion, inevitable, if we hope to achieve the goal of economic recovery in Pennsylvania while maintaining the good highway network which the public has grown to expect. Put simply, the situation may soon result in, toll roads - or - no roads.

Even Richard Robinson, an Administrator in the Federal Highway Administration, stated recently in an article in Nation's Business:

> "I don't like tolls, but the problem of road maintenance is so serious that they are going to be needed."

His boss, Federal Highway Administrator Ray A. Barnhart, went further, recently stating:

> "Adequate funding for road building and rehabilitation has become a serious concern nationwide because federal and state gasoline taxes used for those purposes have not kept pace with soaring costs. As a result, the Federal Highway Administration is exploring all possible financing options, including making greater use of the toll option. I personally support toll financing as a practical way to construct projects which for whatever reason the states and communities could not otherwise build. Further I believe that states should be given the option to use at least some of their federal highway trust fund dollars to support toll roads if they so choose. I will be urging the Administration to push legislation to allow such options for the states. The Federal Highway Administration has no objection if the states study the feasibility of toll road financing."

Basically the user pay or toll financing concept has emerged as an alternative nationally, due to its offering the following advantages:

1. A more equitable method of paying for the highway facilities by those who use them;
2. A reduction in the need for increasing the existing high level of taxation for additional revenue; and
3. A financing instrument through which highway projects can be constructed faster than through the traditional funding approach.

As a result of the highway funding crisis facing Pennsylvania, and the growing trend nationally to look increasingly to tolls, to combat the decreasing highway construction revenue from traditional sources, I introduced during the 1981-82 Legislative Session, House Bill 1394. House Bill 1394 provided for a study to determine the feasibility of constructing specific needed highway projects in Pennsylvania, as toll facilities, incorporating them as part of the existing Pennsylvania Turnpike network.

While House Bill 1394 passed the House and Senate in 1982, a technicality involving Federal Highway Administration regulations, which had the potential of jeopardizing federal funds to Pennsylvania, prevented House Bill 1394 from being signed into law by Governor Thornburgh. Rather than wait, however, and have new legislation introduced during the 1983-84 Legislative session and loose time, Governor Thornburgh, during the summer of 1982, appointed the Governor's Toll Road Task Force, which I was given the honor and pleasure of chairing.

In general, the objectives of our Task Force are the same as those originally contained in House Bill 1394; to oversee a feasibility study to determine viable options for employing toll financing (in full or in part) to construct specific highway facilities within the Commonwealth. The facilities were to include: (1) possible extensions to the Turnpike, (2) incorporation of existing Interstate segments, and (3) other critical highways.

Additionally, our Task Force Study was more specifically, to concentrate on corridors and systems that would (1) best serve the needs of the traveling public; (2) show the greatest potential feasibility with minimum effect on the environment; and (3) result in the creation of jobs, economic development, and natural resources development.

Also to be developed as part of our study:

1. A plan for an expanded toll road system that included a supporting financial plan, and recommendations as to changes in Federal and State legislation required to implement the plan;
2. The feasibility of using current surplus revenues from the existing Pennsylvania Turnpike System to expand the system; and
3. Inclusion of existing Interstate Highways which would generate sufficient revenue to cover construction and financing costs, and self-supporting toll facilities that would generate necessary revenues to meet debt service and federal paybacks.

An emphasis was also placed on the application of innovative concepts in design, toll collection, and traffic operations, focusing on reducing costs while maximizing revenue.

After our appointment in July of 1982 one of the first steps we took was to engage consultants to prepare the feasibility study which I just mentioned. During the fall of 1982 new highway projects were added at public meetings, in addition to the original projects contained in House Bill 1394. After considerable preliminary work by the consultants and review and analysis by Task Force members, the list of projects to be given additional study was narrowed to eight at a meeting of our Task Force on December 17, 1982, along with three special turnpike projects.

I would like to point out however that from the inception, our Task Force was aware that there are obviously many areas of the Commonwealth in need of improved and/or expanded highways. However, determining and evaluating the feasibility of incorporating all of these projects into a toll financed state highway network, would not have been possible given the resources available to our Task Force.

As a result of this fact, our Task Force, after its appointment, established a specific policy with regard to the scope of our activities. This policy basically reflected a desire to have an objective, indepth professional study prepared on a limited number of corridors, which realistically could be accomplished within the short time the Task Force had, and within the resources available. This was in contrast to broadening the scope of the work to include more corridors than could reasonably have been analyzed, as extensive as was necessary. Thus our Task Force has been confronted with making many difficult decisions over the past several months and has had no choice but to exclude some projects from further study at various times. Since the results of our study have national implications, and since there is considerable national interest in Pennsylvania's study already, I'm sure you can appreciate the dilemma which confronted the Task Force, considering our desire to complete expeditiously, the best study possible.

I think I can speak for all Task Force members however by stating that it is our hope that our work might lead the way to an improved method of financing and maintaining needed highways throughout the Commonwealth of Pennsylvania in the future; and that while some corridors have not been included in the present scope of work of the Task Force for the aforementioned reasons, it does not preclude them from being studied and/or subsequently constructed at some time in the future; perhaps in ways which are a result of the recommendations contained in the final report our Task Force will make to Governor Thornburgh later this year.

In closing I would like to again remind you, that Pennsylvania, if it hopes to find jobs for its unemployed, must attract new industry, while helping existing industry expand.

And to restate; one of the basic goals of the Governor's Toll Road Task Force is to determine the role toll financing can play in constructing highway facilities needed to stimulate this economic recovery.

I am pleased to be able to provide for you today a copy of the Summary Report our Task Force adopted at our meeting on June 29, 1983.

We plan to hold public hearings on the report this summer and submit a final report to Governor Thornburgh later this year.

I will be happy to provide your Committee with a copy of our final report at that time.

As noted in the report, changes in federal legislation such as Senate Bill 524 will be necessary in order for Pennsylvania to meet our objectives. I'm sure the interest and support of your Committee for increased "toll financing" will be instrumental in helping states like Pennsylvania address the current highway crisis in this nation.

I will be happy to answer any specific questions you might have concerning our work or our report.

JES:lf

Remarks of Jack I. Greenblat, Chairman
Pennsylvania Turnpike Commission,
before the United States Senate,
Committee on Environment and Public Works,
Subcommitee on Transportation,
Dupage County Center, 421 North County Farm Road,
Wheaton, Illinois, 9:00 a.m., July 6, 1983,
Presiding: Senator Symms and Senator Percy

Mr. Chairman and Members of the Committee:

My name is Jack I. Greenblat, and I am the Chairman of the Pennsylvania Turnpike Commission. I appreciate the opportunity to speak before your Subcommittee on the subject of federal financial participation in toll road projects. I especially welcome the opportunity to be with you today for three reasons:

First, because Pennsylvania faces the same general dilemma that Illinois does concerning the need to expand its limited access road system and to construct many of its vital "missing highway links."

Second, because I have recently held a round of talks with Federal Highway Administrator Barnhart, Congressmen Shuster and Kolter, and former Congressman Atkinson, to discuss a proposal comparable to Senate Bill 524 for the construction of a federally-assisted toll road extension north of Pittsburgh known as the Beaver Valley Expressway.

Third, because I have spent the last five years, with the assistance of an outstanding staff of planners, conducting an in-depth study of variations on the funding proposal contained in Senate Bill 524. We have reached some startling conclusions which I would like to share with you.

It is clear to me that the present taxing formulas for road funding are simply no longer adequate to fund highway construction and the necessary follow-up maintenance and rehabilitation. Highway departments across the United States are falling behind in their obligations toward highway development. Whether Congress or the various state legislatures add a penny or a nickel a gallon tax, or an oil franchise tax as we did in Pennsylvania, we are still involved in a losing game of catch-up in the important areas of highway maintenance, rehabilitation and new construction. This lack of funding has caused a severe curtailment of many projects which have been stalled in the planning stage for years. Today, long-term financing based upon gasoline tax alone, which was a practical and workable idea twenty-seven years ago, is not enough for today's transportation needs. Although it will remain the backbone of our highway funding program, I believe that it is necessary for us to rethink this approach and attempt to supplement gasoline tax with tolls and other innovative methods of financing.

Missing links such as the Elgin-O'Hare Expressway here in Illinois, and the Beaver Valley Expressway back in my home state of Pennsylvania, present excellent opportunities to apply some of these new methods of highway financing. Contrasted with toll revenues, highway tax dollars operate under a number of severe handicaps. Most serious, of course, is the fact that they must be expended for other transportation-related functions.

The use of toll road funds are only restrained by three requirements: (1) Payment of operating and maintenance costs; (2) The repayment of bonds; and (3) The ability to project its income potential for further developments.

The most important of these is, obviously, the maintenance of a premium, defect-free road for the benefit of the traveling public. This has been done on the toll systems which I have studied in the past years and can be done on future toll road projects. The use of tolls to partially fund the construction of the Elgin-O'Hare Expressway will guarantee that the useful life of this highway will be extended into the future because of the enforced maintenance requirements of its trust indenture.

The proposal you are considering here today is simple and direct. Allow tolls to act as a State match for Federal funds which will allow a "missing link" to be completed that, otherwise, might not be built in our lifetime. To do this, however, the Congress must, and

I repeat must, be receptive to other innovative methods of financing to save the transportation infrastructure of this country. I therefore totally support the concept contained in Senate Bill 524 and recommend that it be enacted into law as soon as possible.

In all of our thinking, Senators, we have taken the position that new projects must be evaluated as business-type ventures. Since we can no longer rely on taxes as an endless resource, I believe that we will shortly embrace concepts which I call "Resource Pooling" and "Priority Payback."

"Resource Pooling," in simple terms, is the combination of Federal, State and Local tax funds, perhaps even private funds, with tolls, so that projects can be taken off the drawing boards and be put under construction.

"Priority Payback" would involve the long-term repayment of these funds from toll revenues. This would be done, however, after the hoped-for industrial development and area growth have generated sufficient toll revenues to do so. The priority would proceed from the local level up to and including the Federal Government.

In every case we have looked at, we have tried to determine whether the need for a particular service existed....and then, whether or not people who demonstrate this need are willing to help pay for it.

Obviously, the financial costs and feasibility of each project must be examined, as you have done with Elgin-O'Hare.

Hopefully, we can develop multi-purpose roads which could:

1. Charge tolls to autos and trucks while allowing mass transit to move free of charge and, as a result, help stimulate mass transit by charging a premium for auto travel.

2. Unlock congested urban areas for commercial trucking which in turn will help to stop the movement of business away from the urban areas.

3. Create new jobs where unemployment is highest, both in construction, and after completion, for maintenance workers and toll collectors.

4. Help defray the ever-increasing capital costs for large public works projects.

5. Take over a maintenance burden from the Department of Transportation and allow it to concentrate on the existing system.

I think my conclusions are clear. Tolling is, and frankly must be, the wave of the future. Although it will never supplant our present funding mechanisms, it is time that we recognize the vital role it can play in meeting our transportation needs. Realistic fiscal planning and projections suggest no other solution.

Economic Issues Concerning Toll Roads

Testimony before the Transportation Subcommittee,
U.S. Senate Environment and Public Works Committee

S. 524

July 6, 1983

Steven M. Rock
Associate Professor of Economics
Illinois Institute of Technology
Chicago, Illinois

Economic Issues Concerning Toll Roads

Highway financing has always generated considerable controversy. Many sectors of our society are affected, including homeowners, road users, the community at large and competing modes of transportation. A perspective on this issue can be obtained by looking at alternatives and their implications.

Under the general heading of public finance, there are two major philosophies for funding governmental expendītues. The goal of each is to assure that the tax burden is shared equitably. The first is to tax individuals in accordance with their ability to pay. This is applied through an income tax, for example. The second is to tax on the basis of benefits received. The latter philosophy seems to be the dominant one in highway finance. This requires that benefits be imputed to particular individuals, who are then charged accordingly.

Historically, three methods of financing highways have been used: general taxation, user charges and tolls. These are consistent with benefit taxation, by linking the function(s) of a particular road with the beneficiaries. These functions include access to land, public service provision (facilitating local production, marketing, education, social, safety and related activities) and long distance mobility.

To the extent that a particular road will provide the first two functions, the major beneficiaries are residents of the local community. Under the benefit principle, such roads are properly financed through general taxes (e.g., property taxes). To the extent a highway provides longer distance mobility, and therefore less specific benefit to residents, user charges (such as a motor fuel tax, where taxes paid would increase as usage increases) would be appropriate. While the theory seems reasonable, the application of these ideas is difficult. This is due to the fact that most roads perform all three functions at least to some extent.

Toll financing (which is a specific form of user charges) has not been used extensively in recent years. The last major usage of toll road construction occurred after World War II. This was due to the latent demands for autos and trucks and the lack of road capacity at that time. It was a means of quickly improving highways without obligating state funds. Certain states faced restrictions on borrowing for highway construction, which a toll authority could bypass. Also, relying on user charges simply would not have raised sufficient funds without exorbitant tax rates. If such roads do not provide much in the way of local or public service access, having them funded by users, especially users from out of that geographic area, becomes appealing.

There are clear limits to the feasibility of toll roads. Due to restricted access and collection costs, such roads have minimal usefulness as local and public service function roads. In addition, for low density traffic, toll financing will not collect enough funds to be viable.

A major objection to toll roads is the history of public and legislative support for free roads. It should be pointed out that the toll road construction boom following World War II is not inconsistent with this view; the choice at that time was between toll financing and construction or significant delay. After 1956, the Interstate highway program discouraged further interest in toll roads because the same quality roads could be built with up to 90% federal financing (through the highway trust fund).

Toll roads are also more expensive than "equivalent" free roads. This is due to interest rate that will be paid on the toll authority bonds (versus no interest cost if financed out of existing trust funds, or lower interest rates, if a state borrows on its own credit) and the costs of collection. Again, one must consider whether the question is free roads vs. toll roads or no roads vs. toll roads.

If the toll road runs into financial problems, certain groups (e.g., bondholders, general taxpayers if the bonds are guaranteed by the state or additional funds are necessary) can be burdened. This has happened, for example, in Illinois.

In the context of the 1980's, a benefit to toll financing concerns the changing philosophy of the role of government and the resulting reduction in the growth of federal spending. Toll financing involves more reliance on the free market, with funds coming from the private sector. It clearly would allow for more construction than otherwise.

Equity issues

The choice of a mechanism for financing a road also has implications for the burden of who pays. That is, choice of a general levy such as a property tax will affect a different group of individuals from a motor fuel tax or a toll. Choice of a funding mechanism may therefore have equity implications as well.

A number of potential funding alternatives can be examined and compared as to equity. One way to measure burden is to look at incidence, or how tax payments vary as a percentage of income for families. Based on the most recent (1972-3) Consumer Expenditure Survey of the Bureau of Labor Statistics, the following options can be compared: general taxes (income tax, sales tax), user charges (motor fuel tax, vehicle registration fee) and tolls. The comparison technique is to see how tax payments vary with income. Gross expenditures or tax payments as a percentage of income can be examined. Table 1 reports these amounts for families ranked by income, from the 10% of families with the lowest income (decile 1) to the 10% with the highest income (decile 10). It is seen,

Table 1

Expenditures or Taxes as a Percentage of Income

	Family Income Decile:									
Item:	1	2	3	4	5	6	7	8	9	10
Federal Income Tax	3.3%	3.0	5.2	8.0	9.9	11.1	12.0	12.8	13.6	16.0
Sales Tax[1]	4.3	2.9	2.4	2.2	2.1	1.9	1.8	1.7	1.6	1.3
Motor Fuel[2]	6.3	4.0	4.1	3.8	3.7	3.5	3.3	3.0	2.7	1.8
Vehicle Registration[3]	0.6	0.5	0.4	0.4	0.4	0.3	0.3	0.3	0.2	0.2
Tolls[4]	.024	.032	.022	.030	.027	.030	.028	.027	.029	.025

[1] Based on Illinois

[2] Figures are total consumption, taxes paid will be in proportion to consumption

[3] Based on $25 per vehicle fee

[4] Based on tolls paid on vacations

for example, that federal income taxes paid as a percentage of income vary from a 3.3% for a decile 1 family to 16.0% for decile 10 family.

A clearer way of comparing the results is to compute relative burden. This assigns a value of 1.0 to the percentage of tax paid by a decile 10 family and scales the other deciles according. Table 2 illustrates this calculation. Depending on whether the numbers rise (or fall) as income increases, a tax can be classified as progressive (or regressive). A progressive result, such as the income tax, places a lower (percentage of income) burden on the poor than on the rich. A regressive tax has exactly the opposite implication (sales tax, motor fuel tax, vehicle registration fee). A levy with no particular trend (tolls) is said to be proportional.

Compared to a motor fuel, vehicle registration or sales tax, a toll appears less regressive. This carries the connotation of being preferable to lower income groups. Relative to an income tax, tolls seem more regressive. Property taxes, due to uncertainty about who ultimately pays, are not explicitly compared.

In summary, consideration of toll financing should include an analysis of road function, whether funds would be available in an alternative ways, differences in costs and benefits relative to alternatives as well as changes in the distribution of income.

Table 2

Relative Burden

Tax:	Decile: 1	2	3	4	5	6	7	8	9	10
Income Tax	0.2	0.2	0.3	0.5	0.6	0.7	0.8	0.8	0.9	1.0
Sales Tax	3.3	2.2	1.9	1.7	1.6	1.5	1.4	1.3	1.3	1.0
Motor Fuel Tax	3.5	2.2	2.3	2.1	2.1	1.9	1.8	1.7	1.5	1.0
Vehicle Registration	4.0	2.9	2.8	2.4	2.3	2.1	1.9	1.8	1.5	1.0
Tolls	1.0	1.3	0.9	1.2	1.1	1.2	1.1	1.1	1.2	1.0

References

Locklin, D. Phillip. Economics of Transportation. Homewood, Illinois: Richard D. Irwin, Inc., 1972.

Musgrave, Richard A. and Musgrave, Peggy B. Public Finance in Theory and Practice. New York: McGraw-Hill Book Company, 1980.

Rock, Steven M. The Redistributive Impact of Transit Services Financing. Final Report, prepared for the Urban Mass Transportation Administration, 1981.

The Use of Tolls for Financing Federal Aid Highways

Testimony before the Transportation
Subcommittee of the U.S. Senate
Environment and Public Works Committee

by

Anthony M. Pagano
College of Business Administration and
the Urban Transportation Center
University of Illinois at Chicago
Box 4348
Chicago, Illinois 60680

July 6, 1983

INTRODUCTION

The Federal Aid highway program has reached an important point in its history. Much of the Interstate system is badly in need of repair, with many segments between 20-25 years old. The primary and secondary system has also deteriorated, and weight limitations have been imposed on many bridges. This problem is not regional in scope, but extends throughout the entire country. In an effort to revitalize our highway system, Congress passed the Surface Transportation Act of 1983 which increases federal user taxes and funding of the highway system.

In order to receive federal aid, states must be able to raise matching funds. However, in many situations, as in Illinois, sufficient matching funds may not be available without substantial tax increases. A possible alternative is for states to be allowed to use tolls to finance a portion of the federal aid highway system. This means of financing could be used as a supplement or substitute for increased user taxes.

In this testimony, I will outline what I see as the major advantages and disadvantages of the use of tolls to finance federal aid highways in general. The specific issue of the bill before this Committee will then be addressed.

ADVANTAGES OF TOLL ROAD FINANCING

1. Provides a Source of Revenue to Finance New Highway Construction

Toll road financing can be an important source of revenues for new highways. Even though the highway system in the United States is quite ubiquitous, many unfunded needs are present. In some cases, there are gaps in the system. Users of roads in these locations do not experience as great a degree of accessibility as users of fully developed systems. Many portions of the federal aid system need upgraded and expanded. Movements in population within metropolitan areas and across regions of the country impose new demands on highways which were built for lower traffic levels.

2. Allows Users of Highways to Pay a Greater Portion of the Costs

In spite of state and federal user taxes, a much larger share of highway costs are paid through revenue sources other than user taxes than may be desirable. For example, one study suggests that over 93% of the costs of constructing, maintaining and operating the federal aid system should be paid by users of the system.[1] In 1975, users paid between 75-80 %.[2] Through the use of toll financing, the user share can be increased. For example, the costs of police patrolling a toll road could be paid for through tolls, rather than through general revenues.

Different highway facilities generate different amounts of user tax revenue depending on the volume of traffic. If a highway facility does not generate enough tax revenue through use to cover constuction, maintenance and operations expenses, then it may be partially subsidized by users of other facilities. This internal cross subsidy occurs frequently, especially from urban to rural areas.

Toll road financing of federal aid highways can be used to make roads truly self financing and reduce subsidies both from non-user revenue sources and from users of highways in different areas.

---

[1] Final Report of the Highway Cost Allocation Study, House Document no. 54, 87th Congress, 1st session Washington, D.C., 1961.

[2] Meyer, John, R., and Gomez-Ibanez, Jose A. Autos, Transit and Cities, Harvard University Press, 1981, pp. 193.

3. Avoids Double Payment of User Charges by Toll Road Users

Currently, as is the situation in Illinois, toll facilities receive no federal aid, and rely instead on toll revenues for financing. Users of toll facilities pay a federal gasoline or diesel fuel tax for each gallon of fuel consumed while using the road. This tax is paid in addition to the toll. However, users of these facilities receive no benefit from these tax payments while using the toll road. By permitting federal aid to toll financed facilities, such double user charges would be avoided.

4. Increases Potential User Benefits from Premium Quality Toll Facilities

Some highway users are willing to pay a larger user charge in order to be able to use a higher quality road. This can be seen by the many situations in which motorists have the choice of using a toll road or other non toll facilities. For example, in the Philadelphia area, the Pennsylvania Turnpike is used by many commuters rather than the state maintained highway system. The toll road system in the Chicago area is utilized heavily by motorists as an alternative route for many trips.

Generally, premium quality toll facilities are those that offer better maintenance, through more frequent resurfacing and pothole repair, more frequent painting of lane markings, etc. Such highways can also have a large enough capacity to result in lower levels of congestion than other roads. Better maintenance can result from being able to better program maintenance expenditures from a consistent source of revenues.

If tolls were permitted on some federal aid highways, the tolls could be used to provide a premium quality facility over and above the quality of service available on other federal aid highways. Such premium quality facilities could yield substantial benefits to users.

The benefits to be derived from premium quality facilities are illustrated in Figures 1 and 2. In Figure 1 is shown a demand curve, D, for travel along a typical federal aid highway. The average user of this facility pays the average cost, AC, to travel there. AC consists of the user costs of fuel, oil, depreciation, wear and tear, etc., plus all federal, state and local user fees. The intersection of the average user costs with demand determines the volume of traffic V_1, which will use the road.

The cross hatched area in Figure 1 is called the consumers' surplus or welfare triangle. This area represents the benefits to the users of travelling along the roadway, over and above the costs of using the facility. It is the economic value that users receive from travelling the road. If road users did not obtain such a benefit greater than the costs of using the highway, the facility would not be used.

Suppose that a toll is imposed on this road, in addition to the user taxes that are already paid. If the toll revenues are used to upgrade the facility to a premium quality service level, then the demand for travel along the road may shift to D^1 as shown in Figure 2. Traffic volume expands to V_2. The original welfare traingle is increased by the cross hatched area in the figure, less the toll costs. As long as the benefits from operating a premium quality road exceed the costs of the tolls, net user benefits increase.

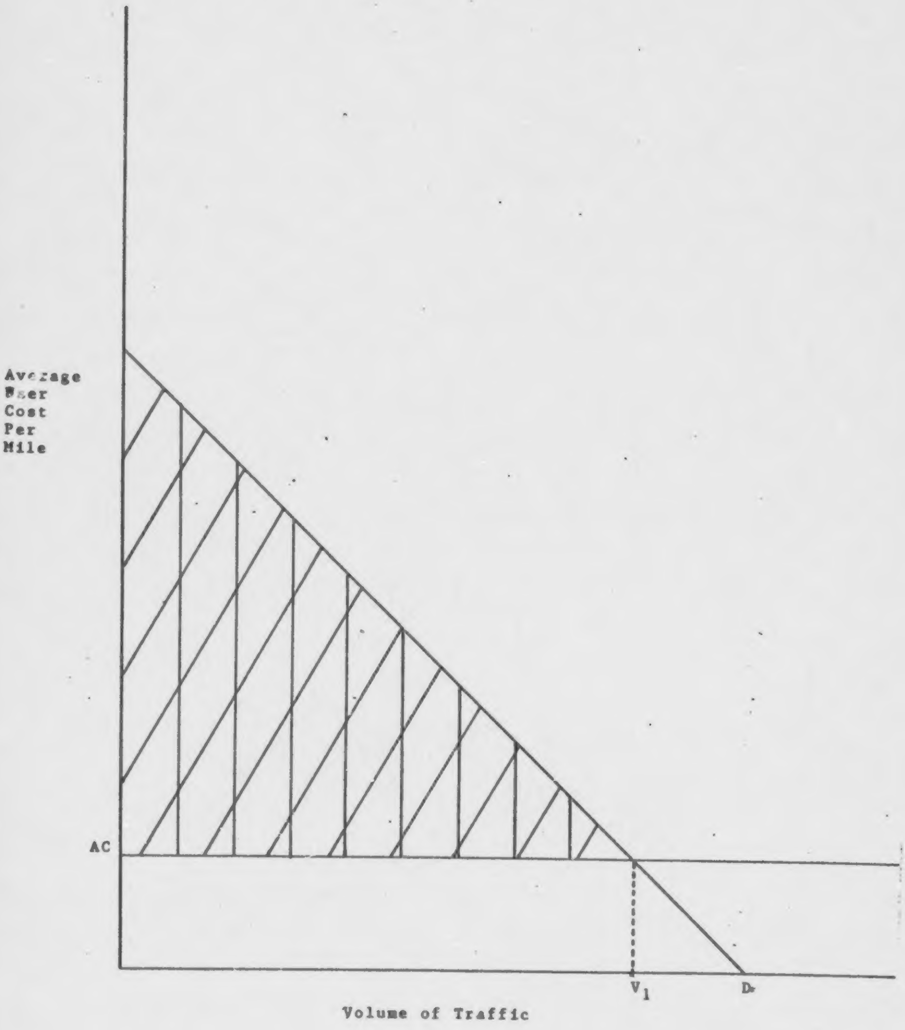


Figure 1, Economies of a Typical Federal Aid Highway

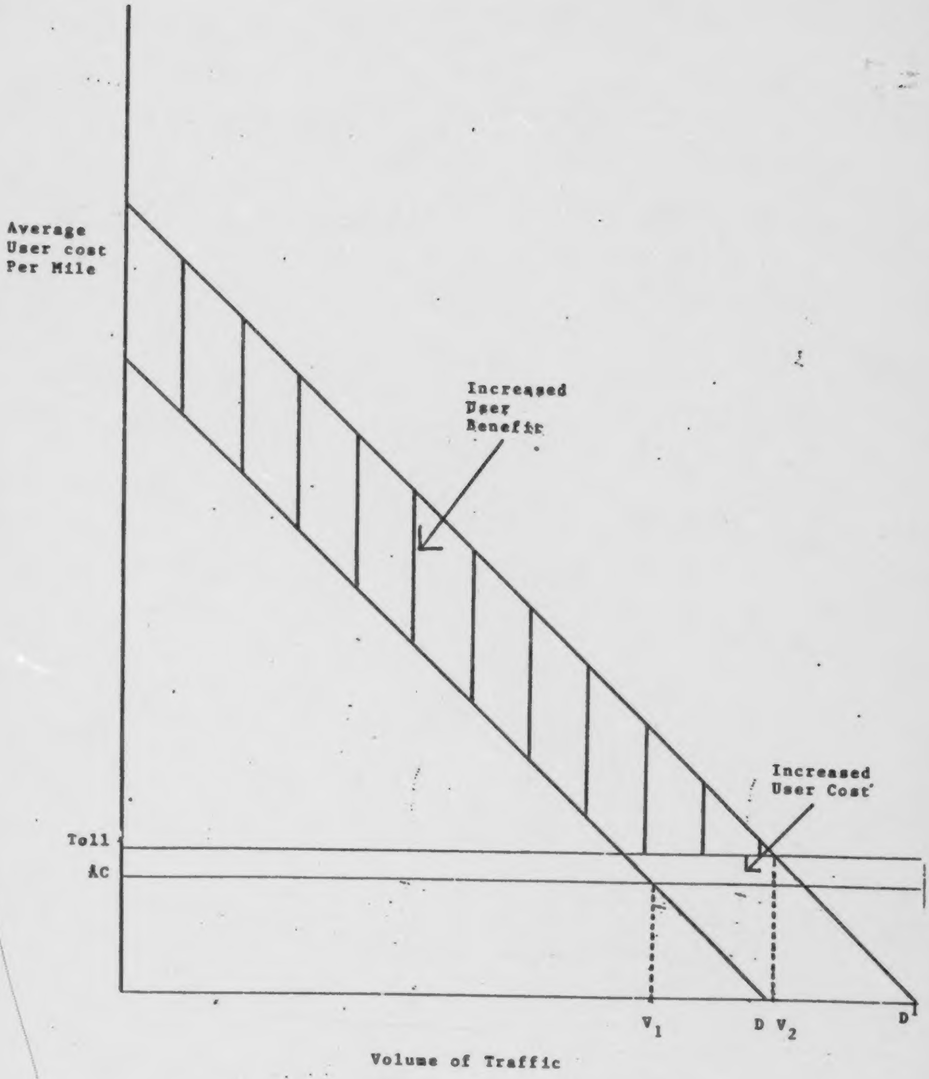


Figure 2. Economics of a Premium Quality Toll Road

Road users are better off than without the tolls. Thus, the establishment of tolls on federal aid highways can lead to positive net gains to road users.

However, it should be noted that if tolls are imposed and are not spent in a judicious manner, so that the benefits that users receive exceed the costs, then users of this facility can be made worse off. Good management, guided by sound benefit cost analysis, is necessary to insure a positive net gain from the imposition of tolls.

5. Permits Construction of Special Purpose Highways

Toll financing could also be used to construct special purpose roads. For example, special industrial highways could be built which are designed to withstand the punishment from larger and heavier trucks. The trucks could be assessed a toll sufficient to recover all of the additional costs associated with constructing such a special use facility. The savings to the trucking industry in using larger vehicles with greater carrying capacity may far outweigh the extra toll costs involved. Part of the savings would be passed on to the ultimate consumers of the goods which were transported at lower cost.

6. Provides a Mechanism for Congestion Pricing of Urban Expressways

During peak periods, urban highways are rationed by time rather than by price. That is, the available expressway capacity is allocated to those motorists willing to sustain the delays associated with rush hour congestion. One technique to alleviate congestion is congestion pricing in which a toll is assessed in order to travel during peak periods. Such a system can result in lower levels of congestion, especially if coupled with other measures such as increased availability of public transit, encouragement of staggered working hours, and toll discounts for car pools and van pools.

Allowing tolls on federal aid highways provides a collection mechanism for those urban areas interested in practicing congestion pricing.

7. Can Result in Energy Conservation

If toll financing is coupled with congestion charges, then rationing highway space on the basis of price rather than time can lead to less congestion and thus greater fuel efficiency on the highways.

8. Adds the Discipline of the Marketplace to Public Highway Investment Decisions

Toll financing of federal aid highways results in at least a partial market test for highway investment decisions. If investments are paid for in part through tolls, then a more careful screening of potential projects may result. Really bad investments which may not generate sufficient revenues to pay for the costs associated with a highway may be less likely to be funded.

In addition, the benefits of highway investments can be more easily estimated. At a minimum, these benefits can be represented by the prices that highway users are willing to pay to use the road. Better knowledge of the benefits of highway improvements can lead to better highway investment decisions.

DISADVANTAGES

1. Will Not Solve Problem of Deterioration of Existing Highways

The steady erosion of the highway system will not be allieviated through toll financing of new highways, especially as proposed in the bill before this Committee. Toll financing can be used to repair the highway system only if it is allowed on the existing federal aid system.

2. May Result in Increased Costs to Highway Users

There are two types of costs which would increase if toll financing were adopted. Establishment of a public authority to operate a toll road would necessitate a bureaucracy and consequent administration costs associated with it. While these costs can be kept small, nevertheless, they would be borne by the users of the toll facility.

Secondly, there are costs associated with toll collection. Personnel must be hired to collect the tolls. In addition, highway users suffer delay costs as they wait to pay tolls. These costs, however, probably can be minimized in the future through new technology.

3. Can Lead to Increased Congestion

In some situations, in order to avoid tolls, motorists may try to circumvent the toll facility. This is especially true if tolls are collected on limited access facilities, as in Illinois. This can result in congestion on the roads in the vicinity of toll plazas. Restricted access toll facilities, however, avoid these problems.

4. The Perpetual Toll Road

Finally, once established, toll facilities seem to live on forever. Even if bonds are about to be paid off, new projects always seem to come along to keep the public authority in business. This is because the toll administration and staff have a vested interest in continuing operations forever. Unecessary improvements may be instituted, resulting in increased costs to road users.

THE PROPOSED LEGISLATION

The bill before this Committee is a step in the right direction, but it does not go far enough. In my opinion, toll financing should be able to be used for reconstruction, maintenance and operations of the existing federal aid system (especially the Interstate System) and not just for new roads. Toll financing should be at the option of the individual states and not required by the federal government. Finally, legislation should apply to all states, not just Illinois.

CONCLUSIONS

Although an exact determination requires a careful quantitative analysis, it is my opinion that the advantages of toll financing of federal aid highways for outweigh the disadvantages. No public policy is without disadvantages. Toll financing is no exception. However, if carefully administered and controlled, I believe that toll financing is a good way of assuring adequate revenues for the highway system.

The term freeway is a misnomer. No roads are truly free, they are paid by someone. The question is not whether roads will be free, but rather, who pays and how payment should be made. Toll financing is a logical way of paying for the highway system.

Before the Transportation Subcommittee
of the
Senate Environment and Public Works Committee
July 6, 1983 - Wheaton, Illinois

Statement of AAA-Chicago Motor Club
Re S.524 - Authorization for Use
of Federal-aid funds for Construction
of New Toll Roads in Illinois

Although we in the AAA-Chicago Motor Club believe that certain new expressways or extensions are needed in Illinois, we are opposed to their establishment and financing as toll roads.

The AAA-Chicago Motor Club and the American Automobile Association for over 50 years have maintained the policy that all highways should be toll free. We believe that a modern toll-free highway system, properly designed to serve existing and future highway traffic needs, is of the utmost importance to our country's welfare.

Toll roads are against the public interest because they are more costly, wasteful of resources, create undesirable impediments to transportation and are inequitable.

I. Toll roads are more costly

There are several factors which make toll roads more costly than other highways:

1. The necessity of building and staffing toll collection facilities is the most obvious factor adding to the cost. We suggest that in the case of projects such as the Elgin-O'Hare Expressway and the Route 53 extension, which have been mentioned, they would be within areas of high population and heavy traffic, so that the cost of the collection facilities would be especially high. More points of access would be required than on tollways in more rural areas, and the size of the collection facilities would have to be substantial to accommodate the anticipated volume of traffic.

   On existing tollways in the Chicago area, at most toll collection areas there are 12 collection lanes in each direction. Even these are inadequate during morning and evening rush hours. Staffing must be provided around the clock, every day - Sundays and holidays included. Of course, there have to be supervisors and accountants, and special access must be provided to the various collection and administrative facilities.

2. In addition to the collection booths and facilities themselves, there are always other administrative, service and maintenance facilities required -- facilities beyond what would be required for an ordinary limited-access expressway.

3. Toll roads are normally financed by revenue bonds, not general obligation bonds. Revenue bonds carry a higher interest rate because they are considered less secure, and investors must be compensated for the added risk.

   In a study made by AAA some time ago, comparing the financing cost of other facilities built with guaranteed or general obligation bonds, it was found that, overall, the financing of toll roads with non-guaranteed revenue bonds cost 50 percent more.

II. Toll roads waste resources.

Toll roads are wasteful of resources because of the need to prevent access or egress where toll collection facilities are not provided. Because toll collection facilities and manpower are costly, the number of interchanges with other roads must be limited. For example, on the eastern end of the Northwest Tollway, there is no exit eastbound between Route 53 and Cumberland Avenue, a distance of approximately ten miles. Much of this is within or adjacent to fairly heavily populated suburban areas and crosses a number of major thoroughfares. There are several places to get on between those points, however. Once you get off the Tollway and continue on the Kennedy Expressway, there are numerous entrance and exit ramps, making it much more useful and relieving traffic on local streets.

Toll roads are also wasteful because of their tendency to self-perpetuation. When toll roads are first proposed, the public is invariably assured that they will eventually be made toll free. In fact, history shows that this seldom happens. At one time it was predicted that the Illinois tollway system could be paid off as early as 1978. That was before the East-West extension from Aurora was added. Now it is expected that it will be well into the 21st century before the system can be made toll-free.

III. Toll roads create impediments to traffic.

As already noted, fewer access and exit ramps are typically provided on toll roads because of the need to collect tolls, making them less convenient. Drivers often are forced to follow circuitous, round-about routes to get onto a toll road or to get from a toll road exit to their destinations.

The toll collection facilities are themselves a serious impediment to traffic at times. On the Tri-State Tollway and the Northwest Tollway, cars and trucks are frequently backed up a mile or more waiting to get through a toll booth. Time is lost, cars and drivers' tempers heat up, and fender benders occur between cars jockeying for position in line. Sometimes the automatic machines break down, or there is shortage of personnel to staff the manual lanes; then the situation gets worse.

Even when the collection facilities are working, it is a nuisance to be required to stop over and over again to pay tolls on an extended trip.

IV. Tollroads are inequitable.

The tolls which are collected from tollroad users pay the costs of construction, finance and administration of those facilities. At the same time, these users are also paying gas taxes and other levies.

At the present toll level of 30 cents for every 10 to 12 miles, this amounts to at least 2.5 cents per mile. At an assumed rate of 15 miles per gallon, this is equivalent to 37.5 cents per gallon. Adding this to the present State (7.5 cents) and federal (9 cents) gas taxes, we arrive at a total of 54 cents per gallon. This compares with 16.5 cents per gallon paid by users of other roads. Tollroad users are thus paying more than three times as much.

Summary

The AAA-Chicago Motor Club welcomes the possibility of making federal funds available to help finance the construction of needed new expressways in Illinois. If such funds are to be made available for that purpose, however, it is our contention that the State's share of the funding should be provided from the Road Fund and/or from funds provided from Transportation Bonds guaranteed by the State. We strongly oppose the financing of such highways by making them toll roads.

Greater O'Hare Association

Bensenville
Elk Grove
Elmhurst
Itasca
Wood Dale

June 16, 1983

Nadine Hamilton
UNITED STATES SENATE
Committee on Environment and Public Works
Washington, D.C. 20510

Dear Ms. Hamilton:

I wish to testify at the Senate Environment & Public Works Committee Hearing, SB-524, Wheaton, IL, July 6, 1983, following is the testimony which I plan to give.

The GREATER O'HARE ASSOCIATION, representing the business communities bordering O'Hare Airport on the north and west, recommends the passage of Senate Bill 524.

In the area represented are approximately 120,000 jobs. Approximately 85% of these jobs are filled by people who live in communities other than those in which they work. This naturally creates a need for improved highway accessibility. The Elgin O'Hare expressway will provide the east-west access, FAP 431 (extension of I 290 to I 55) will provide the north-south access for current employees. Equally as important will be the additional jobs created by the expanded economic development in the area. The two highways will also provide additional access for the proposed expansion of O'Hare Airport.

The GREATER O'HARE ASSOCIATION Board of Directors passed the following resolution in April of 1983.

Sincerely,

ASSOCIATION OF INDUSTRY & COMMERCE

E Stanley Klyber

E. Stanley Klyber, CCE

Enclosure

Greater O'Hare Association

Bensenville
Elk Grove
Elmhurst
Itasca
Wood Dale

ELGIN O'HARE, FAP 431 - ROAD RESOLUTION

Be it resolved, the Greater O'Hare Association Board of Directors, representing the Greater O'Hare business community, recognize the need for construction of the western access to O'Hare Airport, the Elgin O'Hare expressway, and the extension of I 290 from Army Trail Road to I 55; do hereby propose that the Elgin FAP 431 be given top priority and be built immediately as Freeways, only as a last resort will these roads be considered for Tollway status.

Be it further resolved, the Association shall send letters and encourage local, state and federal officials to support the concept presented above.

Be it further resolved, the Association shall advise our business community of this concept; encouraging them to communicate with local, state and federal officials urging support for the above concept.

ESK:pl 4/25/83

Greater O'Hare Association

Bensenville
Elk Grove
Elmhurst
Itasca
Wood Dale

THE GREATER O'HARE ASSOCIATION OF INDUSTRY AND COMMERCE HAS A MEMBERSHIP OF APPROXIMATELY 1,000 FIRMS IN THE COMMUNITIES OF BENSENVILLE, ELK GROVE, ELMHURST, ITASCA AND WOOD DALE.

THE ASSOCIATION CONSIDERS THAT A WORLD CLASS AIRPORT FACILITY IS AND WILL CONTINUE TO BE AN ESSENTIAL ELEMENT IN THE FUTURE ECONOMIC SUCESS OF THE CHICAGO METROPOLITAN AREA.

THE EXPANSION PLANS FOR O'HARE AIRPORT MUST TAKE INTO CONSIDERATION THE FOLLOWING FACTS:

1. PROJECTIONS INDICATE THAT DUE TO THE EXPLOSIVE BUSINESS GROWTH WEST OF O'HARE FIELD, 40% OF THE AIRPORT USE BY 1990 WILL ORIGINATE FROM POINTS WEST OF O'HARE. IN ORDER TO ACCOMODATE THE FLOW OF TRAFFIC THE ASSOCIATION RECOMMENDS THE DEVELOPMENT IN THE MASTERPLAN OF A WESTERN ACCESS TO O'HARE FROM THORNDALE AVENUE (THE PROPOSED ELGIN O'HARE EXPRESSWAY), WESTERN OFFSITE PARKING AND THE EXTENSION OF THE PEOPLE MOVER SYSTEM TO ACCOMODATE THE USERS OF THIS ACCESS.

2. THE ASSOCIATION RECOMMENDS THAT FULL AND PROPER INVESTIGATIONS BE MADE IN REGARD TO NOISE LEVELS AND ALL OTHER ENVIRONMENTAL CONCERNS OF THE CITIZENS LIVING AND WORKING IN THE COMMUNITIES SURROUNDING O'HARE AIRPORT.

THE GREATER O'HARE ASSOCIATION SUPPORTS THE O'HARE EXPANSION AND THE PREVIOUSLY MENTIONED ITEMS, WESTERN ACCESS TO O'HARE, NOISE AND ENVIRONMENTAL CONCERNS OF OF THE RESIDENTS AND THE EMPLOYEES IN THE O'HARE AREA.

HAROLD C. KING, COMMISSIONER
EUGENE M. BANE, GRUNDY, *BRISTOL DISTRICT*
T. GEORGE VAUGHAN, JR., GALAX, *SALEM DISTRICT*
WILLIAM R. WATKINS, SOUTH BOSTON, *LYNCHBURG DISTRICT*
WILLIAM F. MOHR, RICHMOND, *RICHMOND DISTRICT*
RICHARD G. BRYDGES, VIRGINIA BEACH, *SUFFOLK DISTRICT*
H. R. HUMPHREYS, JR., WEEMS, *FREDERICKSBURG DISTRICT*
JOSEPH M. GUIFFRE, ALEXANDRIA, *CULPEPER DISTRICT*
ROBERT W. SMALLEY, BERRYVILLE, *STAUNTON DISTRICT*
T. EUGENE SMITH, MCLEAN, *AT LARGE-URBAN*
ROBERT A. QUICKE, BLACKSTONE, *AT LARGE-RURAL*

COMMONWEALTH *of* VIRGINIA
DEPARTMENT OF HIGHWAYS & TRANSPORTATION
1221 EAST BROAD STREET
RICHMOND, 23219

OSCAR K. MABRY
DEPUTY COMMISSIONER
J. M. WRAY, JR.
CHIEF ENGINEER
J. T. WARREN
DIRECTOR OF ADMINISTRATION
H. W. WORRALL
DIRECTOR OF FINANCE
JACK HODGE
ASSISTANT CHIEF ENGINEER
SALLY H. COOPER
DIRECTOR OF PUBLIC TRANSPORTATION

IN REPLY PLEASE REFER TO

July 7, 1983

Senate Bill 524

Subcommittee on Transportation
Senate Environment and Public Works
Committee
410 Dirksen Senate Office Building
Washington, D. C. 20510

Gentlemen:

I am in receipt of your announcement of June 24, 1983, concerning the hearing scheduled in Wheaton, Illinois on July 6, 1983, receiving testimony on toll financing of highways and how tolls might be used to meet the needs of the federal-aid highway system.

It has been the desire of the citizens of Virginia to finance the road improvements without the use of tolls for many years; however, it has become necessary in a number of our urbanized areas to build toll roads, bridges, and tunnels due to the lack of sufficient state or federal revenue for such purposes. It is becoming increasingly obvious as the cost of maintenance increases that many high-cost, critically needed projects cannot be developed from normal sources.

A number of local governments in the Commonwealth of Virginia are faced with this realization and have or are appealing to our General Assembly for authorization to incur bonded indebtedness for tunnel and highway construction. The amendments proposed by Senate Bill 524 have application to several situations in Virginia, and we are supportive of the additional latitude provided by the legislation.

Please include this letter in the record of your hearing.

Sincerely,

H. C. King

Harold C. King, Commissioner

cc: Honorable Andrew B. Fogarty

STATEMENTS IN FAVOR OF S. 524

Testimony by Mrs. Ruth Kretschmer to the Senate Environment and Public Works Committee regarding Senate Bill 534 to permit Federal participation in the construction of certain new toll roads at a Public Hearing in Wheaton, Illinois on July 6th, 1983.

My name is Ruth Kretschmer. I am a member of the Du Page County Board; Chairman of the County's Development Committee; and President of the Northeastern Illinois Planning Commission.

Northeastern Illinois has experienced dynamic growth in suburban population and employment that demands a corresponding increase in highway capacity. One of the fastest growing metropolitan areas in Illinois, as well as the country, has been the north - south corridor which follows Illinois 53 through Lake, northwest Cook, Du Page and Will Counties. To clarify the kind of growth we are talking about, let's look at statistics about Du Page County.

Between 1970 and 1980, the population of Du Page County increased 30%, from 492,000 to 659,000. During the same decade, the number of jobs increased by 190%, from 146,000 to 274,000. Similar trends of lesser magnitude occurred in Lake, northwest Cook and Will Counties, demonstrating a pronounced shift in population and jobs away from the central city. The corresponding increase in travel demand generated by this growth, and the shift away from travel on radial highways serving the central city, have resulted in suburban traffic congestion. There is great need for intra-suburban expressways which are sized to handle the existing and future traffic volume. However, we find ourselves in the difficult position of trying to satisfy these highway capacity expansion needs at the same time that we are faced with the rebuilding of our existing roads and bridges. To accomplish both objectives, each vital to the development of northeastern Illinois, requires innovative, and perhaps, non-traditional ways of financing planned highway improvements. We think we have such a solution in the concept of mixing Federal Interstate-Transfer funds which are already obligated to the region, with revenue from toll bonds and user tolls for the construction of two important expressways--FAP 431 and FAP 426 (Elgin-O'Hare). Senators Percy and Dixon recently introduced Senate Bill 534, which provides the legislation necessary for using Federal funds in tollway construction.

Proposed FAP 431, which parallels Illinois Route 53 through Du Page County, would be extended from its current terminus at Army Trail Road in northern Du Page County to Interstate 55, south of the County -- a distance of approximately 17 miles. FAP 426, also known as the Elgin-O'Hare Expressway, would originate at the U.S. 20 bypass of Elgin, Illinois, and extend for 19 miles to O'Hare Airport. Both FAP 431 and FAP 426 have been planned since the early 1960's and are currently included on adopted highway plans for Du Page County and the Region. They are important links in the Supplemental Freeway System in northeastern Illinois.

Preliminary work began on these facilities in 1962 with centerlines officially recorded in 1968. Public Hearings were held in 1969 and 1970; however, lack of funding for construction of these designated Federal-Aid-Primary routes precluded full construction of either expressway.

The 'temporary' terminus of FAP 431 at Army Trail Rd., an arterial street, is now the source of extreme congestion and delay. Over forty-thousand vehicles per day are forced to find alternative north-south routing in the proposed FAP 431 corridor. Congestion is also a problem on parallel streets and highways in both the FAP 431 and FAP 426 corridors, which were not designed to carry the current volume of through-traffic.

Northeastern Illinois needs FAP 431 and FAP 426. But the Federal dollars from the Crosstown Transfer Fund, which have been designated for highway construction, are not sufficient for construction of these roadways. Commingling these funds with toll bonds and user tolls is the only feasible way to meet the highway needs of our area.

Through SB 534 we are not seeking an immediate about-face on the Federal policy of not using Federal funds on toll facilities, but rather a careful deliberation of the merits of such a policy on a case-by-case basis.

In Illinois, users would participate with the Federal Government in the construction and maintenance of the much needed FAP 431 and FAP 426 expressways. Such a philosophy of users "paying their own way" is consistent with the policies of the current administration. We propose to leverage available Federal funds by supplementing them with toll revenues to achieve a more effective investment of public dollars.

A precedent has been set for combining Federal funds and toll revenues in the State of New York. Under the terms of an agreement signed in 1982, as much as 550 million dollars in Federal funds may be used to repair and rehabilitate the New York Thruway toll highway system. We seek your support of Senate Bill 534 to allow the mixing of Federal funds with toll revenue for the much needed FAP 431 and FAP 426 expressways in northeastern Illinois.

Testimony by Mr. Charles Vaughn to the Senate Environment and Public Works Committee regarding Senate Bill 534 to permit Federal participation in the construction of certain new toll roads at a Public Hearing in Wheaton, Illinois on July 6th, 1983.

I am Chuck Vaughn, County Board Member and Chairman of the County's Highway Committee.

Du Page County has always advocated and supported the construction of FAP 431 and 426. A recent Resolution passed unanimously by the County Board on February 24, 1981, reflects our continued desire to have these roads built as soon as possible.

Studies done by the County's Development Department and the Chicago Area Transportation Study (CATS) have clearly documented the critical need for these expressways. In fact, the need for FAP 431 and 426, and the plans to construct them, have been in the works for the last two decades. Due to insufficient public funds, the only construction which has taken place is the short leg of FAP 431 expressway which ends on an arterial street. Consequently, local streets that are designed to carry neighborhood, short-haul traffic serve the function of higher classification highways, resulting in congestion, increased travel time, neighborhood disruption, increased accidents and higher maintenance costs. The quality of life and economic viability that we all have strived so hard to preserve is being eroded by the insufficient highway capacity in this corridor.

What we are proposing is to leverage available Federal funds that are allocated to this area with toll revenues (generated from user participation) to construct and maintain the much needed FAP 431 and FAP 426 expressways. Such a philosophy of users "paying their own way" is consistent with the policies of the current administration.

This will not be "double taxation," since we are not replacing public tax dollars returned to us by the Federal government, for user-generated revenue, but instead are supplementing existing available Federal funds to achieve a more effective investment of public funds.

This increased cost-effectiveness can best be illustrated using FAP 431, which has undergone the most recent engineering study. The relative advantages of a full extension of FAP 431 to I-55 made possible by supplemental toll revenues include the following:

1. FAP 431 would be constructed to the logical southern terminus of Interstate 55, rather than an arterial street.
2. Construction of a full extension using the same investment of Federal funds that is currently programed for a partial extension of FAP 431 would generate an additional 210 million dollars of direct user benefits over a twenty year period. On an annual basis, user savings would include 1.8 million hours of travel time; 3.7 million gallons of gasoline and a potential reduction of accidents by 120.

3. The number of through-traffic vehicle miles which would be diverted from congested parallel streets and highways onto FAP 431 would double.
4. By having users pay for the cost of maintenance through tolls, up to $20,000,000 of limited Federal-aid-primary funds would be saved over a twenty-year period. The funds could be spent on other needed arterial highway improvements in our area.

In conclusion, the same factors of high construction costs and interest rates that have made 100 percent toll financing infeasible for new facilities here, apply throughout the entire country. There are many other growing suburban areas like our own, where local, state and Federal financial resources are not sufficient for both new freeway construction and maintenance of existing highway systems. A logical solution is to leverage available Federal highway funds with user tolls.

We seek your support of Senate Bill 534 to allow the mixing of Federal funds with toll revenue for the much needed FAP 431 and 426 expressways in northeastern Illinois.

Testimony by Mrs. Mary Eleanor Wall to the Senate Environment and Public Works Committee regarding Senate Bill 534 to permit Federal participation in the construction of certain new toll roads at a Public Hearing in Wheaton, Illinois on July 6th, 1983.

My name is Mary Eleanor Wall. I am the Chairperson of the Du Page County Regional Planning Commission. DCRPC consists of eleven members representing the County Board, the Du Page Mayors and Managers Conference (a consortium of 34 municipalities) and the citizens-at-large. We are responsible for preparing long-range plans and programs for Du Page County.

The Du Page County's Year 2000 Transportation Plan identifies both FAP 431 and FAP 426 as important links in the Supplemental Freeway System in northeastern Illinois. This Plan was unanimously adopted by the DCRPC, the County Board, the Du Page Mayors and Managers Conference, and is included in the Regional Plan prepared by the Chicago Area Transportation Study. All agree that FAP 431 and FAP 426 are necessary components of the northeastern Illinois roadway system. In fact, both have been included in highway plans since the early 1960's.

The tremendous growth our area has seen since the sixties has made current roadways increasingly congested, causing travel delay, unnecessarily high fuel consumption, and more accidents. The Northeastern Illinois Planning Commission has projected that by the Year 2000 over 20% of the region's 7.8 million people will live in the north-south corridor which follows Illinois 53 through Lake, northwest Cook, Du Page and Will Counties. This points up the necessity for construction of new intra-urban highways which are capable of handling current and future growth of this expanding metropolitan area.

We have planned for construction of our new highways. Municipal, county and state initiative and foresight have resulted in acquisition or protection of over 85 percent of the FAP 431 right-of-way and over 50 percent of the FAP 426 right-of-way. Du Page and Cook Counties have, in fact, developed "around" these facilities for the last 15 years, adding significant land use and environmental compatability to expressway construction.

Local governmental units in Du Page County have a close working relationship. Inter-governmental cooperation between the County Board, Mayors and Managers Conference, and other public entities will enable the area to successfully address any environmental issues that may need to be included in project development. An excellent example of the coexistance of a new highway with surrounding land use is the East-West Tollway in Du Page County. Here, good planning brought various jurisdictions together to solve environmental concerns and ensure maintenance of high quality of life.

One of the major goals of the DCRPC is to develop land in harmony with our natural resources. Toward this end, we have worked diligently with the State Department of Transportation to eliminate any negative impact of the proposed highway on Morton Arboretum. I am pleased to note that several concerns have already been successfully resolved. One of the major issues was the taking of the Arboretum land. It is my understanding that, under the latest plans, FAP 431, will be routed around the Arboretum by using the existing East-West Tollway right-of-way. Furthermore, full extension of FAP 431 will have a positive impact on the Arboretum by reducing traffic on Route 53 that runs through the center of its facilities (37,100 A.D.T. versus 14,000). This reduction of stop-and-go traffic will also lower hydrocarbon emissions, consequently improving regional ozone levels.

Other environmental considerations have also been incorporated into recent engineering and planning for the FAP 431, including the following:

1. No interchange will be installed at St. Charles Road adjacent to Churchill Forest Preserve, to minimize adverse impact on this open space area.
2. The Illinois Prairie Path nature trail will be maintained during and after construction.
3. Local vehicle and pedestrian crossings are planned to maintain neighborhood continuity in the southern end of the County.
4. Joint use of the corridor is planned for trails and open space development.

The plans are in place for construction of FAP 431 and FAP 426. There is even some money available. When the Crosstown Transfer Fund was dedesignated, money from this project was allocated to highway construction in our area. Unfortunately, these funds are insufficient for full construction of both projects. The proposal was made to construct a partial FAP 431 extension and not do any work on FAP 426.

Not satisfied with what the County and many communities feel is a poor solution for accommodating traffic growth in the FAP 431 corridor, and with no prospects for funding the Elgin-O'Hare expressway, the DCRPC prepared an analysis of the feasibility of constructing both facilities as toll highways. An important finding of that study was that, based on current construction prices, level of interest rates, and projected traffic volume of 70,000 vehicles per day, one-hundred percent toll financing was not feasible. The study recommended that a combination of user fees and State and Federal funding be pursued as perhaps the only way these projects would ever be completed.

A unified effort by the County, the Du Page Mayors and Managers Conference and area legislators, resulted in the successful passage in 1982 of a joint Illinois House/Senate Resolution authorizing a toll feasibility study by the Illinois Department of Transportation and the Illinois Toll Highway Authority. Although not yet complete, it is our understanding that this detailed study also suggests that toll financing in conjunction with state and Federal funding would be the only way that tollroad construction would occur. In fact, it may be the only way that expressway construction can be financed.

The DCRPC sees no other way for FAP 431 and FAP 426 to be constructed. We seek to leverage Federal highway funds which have been allocated to us with user tolls, in order to derive the greatest benefit from those dollars.

Senators Percy and Dixon have introduced legislation - SB 534 - which would permit using Federal funds in a tollway project. The Du Page County Regional Planning Commission urge your support of this Bill.

MAYORS AND MANAGERS CONFERENCE

an association of municipalities representing over 530,000 people

500 North Gary Avenue
Carol Stream, Illinois 60187
(312) 665-7102

Founded June 19, 1962

MEMBER MUNICIPALITIES

ADDISON
AURORA
BARTLETT
BENSENVILLE
BLOOMINGDALE
BOLINGBROOK
BURR RIDGE
CAROL STREAM
CLARENDON HILLS
DARIEN
DOWNERS GROVE
ELMHURST
GLENDALE HEIGHTS
GLEN ELLYN
HANOVER PARK
HINSDALE
ITASCA
LISLE
LOMBARD
NAPERVILLE
OAK BROOK
OAKBROOK TERRACE
ROSELLE
VILLA PARK
WARRENVILLE
WAYNE
WEST CHICAGO
WESTMONT
WHEATON
WILLOWBROOK
WINFIELD
WOOD DALE
WOODRIDGE

July 27th, 1983

AUG 1 1983

Honorable Steve Symms
The Hart Building, Suite 509
Washington, D. C. 20510

Dear Senator Symms:

On behalf of the DuPage Mayors and Managers Conference I want to express our sincere appreciation for your efforts in bringing the public hearing on alternative funding for tollways to DuPage County. I feel that the hearing was very beneficial in airing the interest and needs for such flexibility and funding. I feel confident, based upon the testimony presented at the hearing, that the Surface Transportation Act subcommittee will be making a most favorable recommendation on this matter.

Our sincere appreciation once again.

Sincerely yours,

Steven E. Aavang

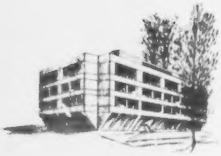
Steven E. Aavang
Executive Director

SEA/rkh

Copy to: Illinois State Senator Beverly Fawell
2S630 Arboretum, Glen Ellyn, IL 60137

President Wesley G. Usher
DuPage Mayors and Managers Conference

Mr. Gary Rowe, IL Press Secretary & Special Assistant
230 S. Dearborn Street, Room 3892, Chicago, IL 60604



WILL COUNTY BOARD

THE WILL COUNTY BUILDING • 14 WEST JEFFERSON STREET • JOLIET, ILLINOIS 60431-1359

August 1, 1983

Senator Steve Symms, Chairman
Subcommittee on Transportation
Committee on Environment and Public Works
United States Senate
410 Dirksen Senate Office Building
Washington, D.C. 20510

Re: S. 524 Public Hearing Record

Dear Senator Symms:

Thank you for the opportunity to testify on Senate Bill 524 on July 6th in Wheaton, Illinois, and also for extending the public hearing record deadline to August 6th.

As you know from the verbal testimony presented by Mayor John Bourg of Joliet in behalf of the Will County Municipal League, Will County and its communities strongly support the passage of S. 524. Additionally, the Will County Municipal League, the Joliet Urbanized Area Council of Mayors, Will County, and its communities are extremely supportive of the Lake-Will Expressway, FAP 431 in Will County.

We feel that the concept of comingling Federal highway funds, with user fees, is an appropriate means of financing public highways. Additionally, we feel that the passage of S. 524 will greatly enhance the possibility of completing FAP 431 in Will County. This highway is not only important to public safety, convenience, and economic growth opportunities, but represents a vital new link in our regional highway network. Unlike DuPage County, there are no parallel routes in Will County that can serve as a substitute for FAP 431. As illustrated by the map included in the attached packet, both the Chicago Area Transportation Study and the Illinois Toll Highway Authority show that considerable numbers of vehicles will travel on the Will County segment of FAP 431.

At the July 6th public hearing in Wheaton, we were dismayed that Will County was excluded from testimony supporting FAP 431, except by Mayor Bourg and Representative O'Brien. Because of this, we must emphatically restate our support for FAP 431, not to Interstate 55, but to Interstate 80. We would also support construction of FAP 431 in Will County as a freeway, financed totally with Federal funds and augmented with the five-cent Federal gasoline tax increase.

Ltr.
Senator Steve Symms
8/1/83
Page 2

In summary, we in Will County offer our full support to passage of S. 524, as evidenced by the enclosed letters and resolutions from the Will County Economic Affairs Commission, the Joliet Urbanized Area Council of Mayors, the Will County Highway Department, and the communities of Bolingbrook, Joliet, Lockport, New Lenox and Romeoville. We request that this package be included in the public hearing record, and we hope that our opinions will be considered in your decisions.

Thank you for your consideration.

Sincerely yours,

John R. Gallagher, Jr.
Director of Development

JRG/PO/pc
Enclosures: as stated

cf: Charles Percy, U.S. Senator
Alan Dixon, U.S. Senator
George O'Brien, U.S. Representative
James Thompson, Governor
George Sangmeister, State Senator
Dennis Hastert, State Representative
Jack Davis, State Representative
Leroy Van Duyne, State Representative
John Kramer, Secretary, Illinois Department of Transportation
Gayle Franzen, Illinois Toll Highway Authority
Lyman C. Tieman, Chairman, Will County Board
Jack Kneupfer, Chairman, DuPage County Board
Roy Cousins, Superintendent, Will County Highway Department
Joseph Abel, DuPage County Development Department
Donald Rancich, Chairman, Joliet Urbanized Area Council of Mayors
Robert Weidling, President, Will County Municipal League
Sigmund Ziejewski, District Engineer, Illinois Dept. of Transportation
Aristide Biciunas, Exec. Dir., Chicago Area Transportation Study
Lawrence Christmas, Exec. Dir., Northeastern Illinois Planning Commission

NOTE: WE ARE ALSO ENCLOSING THE NEEDS ANALYSIS FOR FAP 431 THAT WAS PREPARED BY WILL COUNTY'S HIGHWAY CONSULTANT.

Will County Department of Highways

LARAWAY AND CHERRY HILL ROADS
JOLIET, ILLINOIS 60433
(815) 727-8476

ROY S. COUSINS, P.E.
SUPERINTENDENT

August 3, 1983

Senate Environment & Public Works Committee
410 Dirksen Senate Office Building
Washington, D.C. 20510

Gentlemen:

Subject: FAP Route 431
Will County

The Will County Board Transportation & Communication Committee has been considering the obvious value of Federal Aid Primary Route 431 as it is proposed in Will County. It is very important that FAP 431 ultimately be extended to a southern terminus at FAI Route 80 east of the City of Joliet.

The Will County Board Transportation Committee wishes to go on record in support of FAP 431 from the Will-DuPage County Line south to FAI Route 80. In addition the committee supports and encourages the passage of United States Senate Bill 524 and hereby pledges full local cooperation at the County Highway Department level.

Sincerely,

Roy S. Cousins
County Superintendent of Highways

RSC:mak

RESOLUTION

WHEREAS, the County Board of Will County is desirous of promoting a safe, efficient, and economical flow of traffic throughout northern Will County, and

WHEREAS, this can be accomplished by the continued planning and construction of the Lake-Will Freeway, also known as FAP 431-Route 53 Freeway in northern Will County, and

WHEREAS, Will County and the Village of Bolingbrook are presently jointly improving 87th Street-Boughton Road from 2-lanes to 4-lanes in order to accomplish the same goals,

NOW THEREFORE BE IT RESOLVED by this County Board that full support is hereby given to the continued planning, investment and construction of FAP 431-Route 53 Freeway from Army Trail Road in DuPage County southerly to FAI 55 in Will County, and

BE IT FURTHER RESOLVED by this County Board that full support and encouragement is hereby given to the Illinois Department of Transportation to continue planning for the continuation of same said freeway from FAI 55 southerly and easterly to FAI 80 in Will County. This Board pledges the county's cooperation in realizing this future southern terminus with FAI 80.

I, Clara Hartley Woodard, County Clerk in and for said County, in the State aforesaid, and keeper of the records and files thereof, as provided by statute, do hereby certify that the foregoing is a true, perfect and complete copy of a resolution adopted by the County Board of Will County at its Recessed September meeting held at Joliet on May 21st, 1980.

IN WITNESS WHEREOF, I have hereunto set my hand and affixed the seal of said County, at my office in Joliet, in said County, this 27 day of May, 1980.

Clara Hartley Woodard
County Clerk

(SEAL)

Resolution No. 8-83

RESOLUTION IN SUPPORT OF U.S. SENATE BILL 524, TO ALLOW THE USE OF FEDERAL FUNDS IN THE CONSTRUCTION OF TOLL FACILITIES

WHEREAS, the Will County Economic Affairs Commission advocates all efforts to improve the economic well-being of Will County; and

WHEREAS, Federal-Aid Primary (FAP) Route 431 has been proposed to be constructed as a toll facility; and

WHEREAS, Will County and the combined municipalities in the Will County portion of the FAP 431 corridor have repeatedly and officially registered their support of the proposed facility; and

WHEREAS, the Year 2000 traffic projections reveal that there will be accessibility problems for motorists traveling between northcentral Will County and DuPage County; and

WHEREAS, the newly-designated Des Plaines River Valley Enterprise Zone of Will County is within this problem area; and

WHEREAS, the Will County portion of FAP 431 will provide regional benefits, by diverting traffic from existing regional highways that are or will be experiencing congestion problems; and

WHEREAS, it would be less expensive to construct FAP 431 now, before projected growth occurs in the corridor area of Will County; and

WHEREAS, U.S. Senate Bill 524 would provide for the comingling of Federal and tollway funds, to be used in the construction of FAP 431; and

WHEREAS, the concept of Federal and State partnership is very consistent with current National economic policy, in terms of establishing user-oriented taxes; and

WHEREAS, U.S. Senate Bill 524 may represent the only means of constructing FAP 431 in Will County;

NOW, THEREFORE, BE IT RESOLVED BY THE WILL COUNTY ECONOMIC AFFAIRS COMMISSION THAT:

1. United States Senate Bill 524 is and should be fully supported; and

2. All members of the Illinois Congressional delegation are urged to undertake all efforts necessary to ensure the passage of United States Senate Bill 524.

BE IT FURTHER RESOLVED BY THE WILL COUNTY ECONOMIC AFFAIRS COMMISSION THAT:

3. A recommendation be made that this Resolution be endorsed by the Will County Board; and

4. An executed copy of this Resolution be furnished to each member of the Illinois Congressional delegation.

PASSED, APPROVED AND ADOPTED THIS 14TH DAY OF JULY, AD 1983

John M. Lynch
Chairman

ATTEST:

Marlene Groszek

Marlene Groszek
Secretary

bolingbrook

375 W. Briarcliff Road
Bolingbrook, IL 60439
(312) 759-0400

Edward L. Rosenthal
Village President

Donna B. Schmidt
Village Clerk

June 30, 1983

Mr. Steve Symms, Chairman
Subcommittee on Transportation
Committee on Environment and Public Works
United States Senate
410 Dirksen Senate Office Building
Washington, D.C. 20510

Dear Mr. Symms:

As Mayor of the Village of Bolingbrook, a community of 38,000 people in southwest suburban Chicago, I would like to express my support for U.S. Senate Bill 524. We are extremely interested in the extension of Route 53, also known as Federal-Aid Primary 431, and feel that this legislation will help in this regard. This highway improvement is vital to the continued development of our community and is a necessary component of the transportation system in our region.

Although Federal-aid highways have traditionally been free of tolls, we feel that the State of Illinois economic situation justifies that special legislation, such as Senate Bill 524, be drafted and approved. We commend Senators Percy and Dixon in their efforts and certainly hope the Transportation Subcommittee will act favorably on the proposal. From reading the proposed legislation, it seems that the tradition of toll-free federal aid has been continued in spirit in that the tolls collected will be used only to pay back the State for its financing and to pay the State for operation and maintenance expenses. We think that the proposed legislation is a great example of matching Federal and State resources for a worthy project.

Our residents will certainly benefit from this highway improvement because it will improve general access to and from our community and will increase economic development opportunities within our community. We are planning an industrial-office development corridor along the proposed highway. The jobs generated by the highway improvement itself and by the industrial-office development along the improvement will be good for the local, regional, and State economy. We appeal to you and your subcommittee for a positive response to the proposed legislation.

Sincerely,

Edward L. Rosenthal

Edward L. Rosenthal
Village President

RESOLUTION NO. 2785

RESOLUTION SUPPORTING SENATE BILL 524, TO ALLOW THE USE OF FEDERAL FUNDS IN THE CONSTRUCTION OF TOLL FACILITIES

WHEREAS, Federal-Aid Primary (FAP) Route 431 has been proposed to be constructed as a toll facility; and

WHEREAS, Will County and the municipalities in the Will County portion of the FAP 431 corridor have repeatedly supported the proposed facility; and

WHEREAS, the Year 2000 traffic projection reveals that there will be accessibility problems for motorists traveling between north-central Will County and DuPage County if FAP 431 is not constructed; and

WHEREAS, the newly-designated DesPlaines River Valley Enterprise Zone is within this area; and

WHEREAS, the portion of FAP 431 within Will County will provide regional benefits by diverting traffic from existing regional highways that are or will be experiencing congestion problems; and

WHEREAS, it would be less expensive to construct FAP 431 now, before projected growth occurs within the Will County corridor; and

WHEREAS, it may not be feasible to construct FAP 431 strictly as a foll facility; and

WHEREAS, U.S. Senate Bill 524 would provide for the commingling of federal and follway funds, to be used in the construction of FAP 431; and

WHEREAS, the concept of Federal and State partnership is very consistent with current national economic policy, in terms of establishing user-oriented taxes; and

WHEREAS, U.S. Senate Bill 524 may represent the only means of constructing FAP 431 in Will County;

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL AND THE MAYOR OF THE CITY OF JOLIET, ILLINOIS AS FOLLOWS:

SECTION 1: Th at the City Council and the Mayor of the City of Joliet fully support U.S. Senate Bill 524 providing for the commingling of federal and tollway funds.

SECTION 2: That the City Council and Mayor of the City of Joliet urge all members of the Illinois Congressional Delegation to make every effort to insure the passage of U.S. Senate Bill 524.

SECTION 3: Be it further resolved that the passage of this resolution be inscribed permanently in the Records of the Proceedings of the Joliet City Council.

SECTION 4: This Resolution shall be in full force and effect from and after its passage, approval and recording, according to law.

PASSED this 5th day of July A.D., 1983.

Nancy Vallone
CITY CLERK

APPROVED this 5th day of July A.D., 1983.

John Bourg
MAYOR

RECORDED in Resolution Book No. ____________ at Page ____
this 6th day of July A.D., 1983.

RESOLUTION IN SUPPORT OF U.S. SENATE BILL 524, TO ALLOW THE USE OF FEDERAL FUNDS IN THE CONSTRUCTION OF TOLL FACILITIES

WHEREAS, Federal-Aid Primary (FAP) Route 431 has been proposed to be constructed as a toll facility; and

WHEREAS, The City of Lockport in the Will County portion of the FAP 431 corridor has repeatedly and officially registered their support of the proposed facility; and

WHEREAS, the year 2000 traffic projections reveal that there will be accessibility problems for motorists traveling between northcentral Will County and DuPage County; and

WHEREAS, the newly designed Des Plaines River Valley Enterprise Zone of Will County is within this problem area; and

WHEREAS, the Will County portion of FAP 431 will provide regional benefits, by diverting traffic from existing regional highways that are or will be experiencing congestion problems; and

WHEREAS, it would be less expensive to construct FAP 431 now, before projected growth occurs in the corridor area of Will County; and

WHEREAS, U.S. Senate Bill 524 would provide for the comingling of Federal and tollway funds, to be used in the construction of FAP 431; and

WHEREAS, the concept of Federal and State partnership is very consistent with current National economic policy, in terms of establishing user-oriented taxes; and

WHEREAS, U.S. Senate Bill 524 may represent the only means of constructing FAP 431 in Will County;

NOW, THEREFORE, BE IT RESOLVED BY THE CITY OF LOCKPORT THAT;

1. United States Senate Bill 524 is and should be fully supported; and

2. All members of the Illinois Congressional delegation are urged to undertake all efforts necessary to ensure the passage of United States Senate Bill 524.

BE IT FURTHER RESOLVED BY THE CITY OF LOCKPORT THAT;

3. An executed copy of this Resolution be furnished to each member of the Illinois Congressional delegation.

PASSED, APPROVED AND ADOPTED THIS 1st DAY OF AUGUST, AD 1983.

Joseph Bolattino MAYOR
CITY OF LOCKPORT

ATTEST:

Edward J. Rossatto
CITY CLERK

VILLAGE OF NEW LENOX
701 WEST HAVEN AVENUE
NEW LENOX, ILLINOIS 60451
TELEPHONE 815/485-6452

PRESIDENT
DENNIS VALY
VILLAGE CLERK
MARJORIE I. WAJCHERT
ADMINISTRATOR
BRIAN C. PHILLIPS
TRUSTEES
DAVID A. BATSON
LAURIE SMITH
KARL KURTZ
LEWIS R. LOEBE
LOUIS P. MADON
HARLAN A. VEERMAN

July 1, 1983

Senate Environment and Public Works Committee
410 Dirksen Senate Office Building
Washington, D.C. 20510

RE: SUPPORT OF U.S. SENATE BILL 524

Dear Committee Members:

Please accept this letter as a formal petition in SUPPORT of United States Senace Bill #524, which provides for the combining of Federal highway and tollway funds.

Said blending of funds will enhance the feasibility of a regionally constructed FAP431 toll route which is imperative to the residents and motoring public in Will and Dupage Counties of Illinois.

Will County and the combined municipalities and townships in the Will County portion of the FAP431 corridor have repeatedly and officially registered their support of the proposed facility to alleviate congestion and routing problems.

The toll route is consistent with the National economic and Federal urban policy in terms of establishing user-oriented taxes, and such a project is in concert with the Federal and State partnership concept.

On behalf of our mutual constituents, I strongly encourage your positive consideration of this progressive Senate Bill.

Very truly yours,

VILLAGE OF NEW LENOX

Dennis Valy

Dennis Valy,
Mayor.

DV/mme

Resolution No. 270-83 Date: July 20, 1983

RESOLUTION

IN SUPPORT OF U.S. SENATE BILL 524, TO ALLOW THE USE OF FEDERAL FUNDS IN THE CONSTRUCTION OF TOLL FACILITIES

WHEREAS, the Village of Romeoville advocates all efforts to improve the economic well-being of Will County; and

WHEREAS, Federal-Aid Primary (FAP) Route 431 has been proposed to be constructed as a toll facility; and

WHEREAS, the Village of Romeoville and the combined municipalities in the Will County portion of the FAP 431 corridor have repeatedly and officially registered their support of the proposed facility; and

WHEREAS, the Year 2000 traffic projections reveal that there will be accessibility problems for motorists traveling between northcentral Will County and DuPage County; and

WHEREAS, the newly-designated Des Plaines River Valley Enterprise Zone of Will County is within this problem area; and

WHEREAS, the Will County portion of FAP 431 will provide regional benefits, by diverting traffic from existing regional highways that are or will be experiencing congestion problems; and

WHEREAS, it would be less expensive to construct FAP 431 now, before projected growth occurs in the corridor area of Will County; and

WHEREAS, U.S. Senate Bill 524 would provide for the comingling of Federal and tollway funds, to be used in the construction of FAP 431; and

WHEREAS, the concept of Federal and State partnership is very consistent with current National economic policy, in terms of establishing user-oriented taxes; and

WHEREAS, U.S. Senate Bill 524 may represent the only means of constructing FAP 431 in Will County.

NOW, THEREFORE, BE IT RESOLVED BY THE PRESIDENT AND MEMBERS OF THE BOARD OF TRUSTEES OF THE VILLAGE OF ROMEOVILLE, WILL COUNTY, ILLINOIS, that:

Section 1. United States Senate Bill 524 is and should be fully supported; and

Section 2. All members of the Illinois Congressional delegation are urged to undertake all efforts necessary to ensure the passage of United States Senate Bill 524.

BE IT FURTHER RESOLVED BY THE PRESIDENT AND MEMBERS OF THE BOARD OF TRUSTEES OF THE VILLAGE OF ROMEOVILLE, WILL COUNTY, ILLINOIS, that:

Section 3. A recommendation be made that this Resolution be endorsed by the Village of Romeoville Village Board; and

Section 4. An executed copy of this Resolution be furnished to each member of the Illinois Congressional delegation.

PASSED THIS 20TH DAY OF JULY, 1983

Gerald B. Ashfield
Village Clerk

APPROVED THIS 20TH DAY OF JULY, 1983

Howard L. [illegible]
Village President

Trustees in favor 5 Bernas, Emler, Schneider, Strobbe, Tagle

Trustees against 0

Trustees absent 1 Stoppenbach

Date filed Not Required

Date published Not Required

cats / JOLIET URBANIZED AREA
COUNCIL OF MAYORS

RJ

DONALD L. RANDICH
Council Chairman
Mayor
City of Crest Hill

JOHN BOURG
Mayor
City of Joliet

JOSEPH [illegible]
Mayor
City of Lockport

DENNIS [illegible]
President
Village of New Lenox

RICHARD SELFRIDGE
President
Village of Plainfield

DONALD GOULD
President
Village of Rockdale

HOWARD TRIPPETT
President
Village of Romeoville

DAVID BARRY
President
Village of Shorewood

[illegible]
Highway Superintendent
Will County

JOY KIRKPATRICK [illegible]
[illegible]
Council Liaison

August 2, 1983

Senator Steve Symms, Chairman
Subcommittee on Transportation
Committee on Environment and Public Works
United States Senate
410 Dirksen Senate Office Building
Washington, D.C. 20510

Dear Senator Symms:

Thank you for extending the deadline for public hearing comments on SB 524 and the FAP 431 and FAP 426 highway facilities. We are grateful for your time and effort to personally hear testimony in DuPage County on July 6th. Unfortunately, because of the limited time, many of the Will County communities and organizations that would have liked to testify were unable to.

The eight Council of Mayors municipalities and Will County feel very strongly about the importance of the proposed expressway facility through Will and DuPage Counties. The Municipalities and the County have gone on record in favor of FAP 431 repeatedly throughout the planning process. They have supported it in the Chicago Area Transportation Study's Year 2000 Transportation Plan, on the State Legislature authorized Tollway Feasigility Study and during the Illinois Transportation Study Commission Hearings, all the way back to the early 70's when member Mayors testifed before the Illinois State Legislature regarding the facility's necessity and our willingness to pursue toll financing. You may contact our Executive Director, Ms. Joy Kirkpatrick at 312-759-0550 if you would like copies of these resolutions and comments.

I would like to emphasize four points for the public hearing record regarding SB524 and the FAP 431 expressway.

1. The Joliet Urbanized Area Council of Mayors supports Senate Bill 524 because we recognize the validity and equity of user fees. We fear that the "Co-mingling" of federal funds and user fees may be our only hope for the construction of this essential transportation link.

2. The Council of Mayors would, however, like to be assurred that every possible option for public financing be explored before resorting to the toll collection alternative. With the 5¢ federal gas tax increase instituted last April 1st and the 3½¢ State gas tax passed this summer, we feel that the possibility of federal funding with some State matching funds is much better than had been anticipated when the co-mingling issue first arroused the attention of the U.S. Congress last autumn. After all these increased gasoline taxes are being paid by the roadway users.

3. If public financing can be achieved, revisions to U.S. Legislation will still be required to allow maximum utility of the FAP 431 expressway. It is our understanding that current U.S. Legislation will still be required to allow maximum utility of the FAP 431 expressway. It is our understanding that current U.S. Law would prohibit the interchange of traffic from FAP 431 to I-5, the East-West Tollway, because that would be percieved as public subsidy of a private facility. It is ridiculous to prohibit the interchange of traffic on two such important expressways and some sort of agreement or compromise should be attainable.

4. Lastly, and possibly most importantly, the FAP 431 expressway should not be terminated at Interstate 55, it should continue 12 miles south to Interstate 80 southeast of Joliet. The alignment of FAP 431 (sometimes called the IL-53 expressway or the Lake-Will expressway) was recorded with both DuPage and Will County recorders' offices south of I-80 during the 1960's. Much of the needed right of way has been purchased by the Illinois D.O.T. in both counties. Estimates range between 25 and 40 percent of total right of way has been acquired to I-80, in central Will County.

The Chicago Area Transportation Study (CATS), who is the Metropolitan Planning Organization for transportation in northeast Illinois, continues to include FAP 431 with southern terminus of I-80 in their 20 year Transportation Facility Plan.

It is understandable that you may not be familiar with the geography of northeast Illinois, but if you can find some time to look at a map of our area, you will see that Interstate 80, approximately 12 miles south of I-55 is the logical terminus for the facility. Automobile and truck traffic from I-57, which comes from the east half of Illinois all the way to the southern tip of the state and beyond, and traffic from I-80 east through Indiana, Ohio and Pennsylvania, could avoid the heavily conjested Tri-State Tollway (I-294) by traveling a few miles west to the FAP 431 link on I-80. There would finally be legitimate bypass around Chicago. Interstate 294, the Tri-State Tollway, our so called bypass, has been swallowed up in urbanization and traffic conjestion and its traffic capacity will certainly be overtaxed in the coming years, if not already. FAP 431 can connect traffic from the east and south via I-57 and I-80 to I-5 and I-90 serving the west and north west beyond Moline, Illinois and Madison, Wisconsin.

Also, the argreements for a southern terminus of FAP 431 from a more local perspective are many and varred. You can see on the attached traffic projection map that there are no routes in Will County that closely parallel

FAP 431 as IL 53 parallel's FAP 431 in DuPage County. Of course, the issue of access is a big one as tollways necessarily have fewer interchanges than freeways.

Please consider the Council of Mayors comments when making your decision on SB 524 and on possible Federal Aid financing for this sorely needed facility.

Very truely yours,

Donald Randich

Donald Randich, Chairman JUA Council of Mayors
Mayor, City of Crest Hill

cats / COUNCIL OF MAYORS
300 WEST ADAMS STREET CHICAGO, ILLINOIS 60606
Telephone (312) 793-3470

EXECUTIVE COMMITTEE

OFFICERS
FLORENCE H. BOONE Chairman
VERNA L. CLAYTON Vice Chairman
JOHN RITA Vice Chairman

REGIONAL COUNCILS REPRESENTATIVES

North Shore Region
FLORENCE H. BOONE
President, Glencoe
GWENDOLYN TRINDL
President, Winnetka

Northwest Region
VERNA L. CLAYTON
President, Buffalo Grove
MARTIN J. BUTLER
Mayor, Park Ridge

North Central Region
JACK B. WILLIAMS
President, Franklin Park
SARA G. BODE
President, Oak Park

Central Region
JOHN HAUSMANN
President, LaGrange
AL B. KRISCIUNAS
President, Indian Head Park

Southwest Region
ANTHONY VACCO
President, Evergreen Park
ERNEST KOLB
President, Oak Lawn

South Region
JOHN RITA
Mayor, Blue Island
EDWARD PAESEL
Mayor, Sauk Village

Lake Region
HENRY J. PAULUS
Mayor, Lake Zurich
EDWIN M. SCHROEDER
Mayor, Grayslake

McHenry Region
FRANCES KUHN
Mayor, Woodstock
CARL WEHDE
Mayor, Crystal Lake

Kane Region
JOHN J. HILL
Mayor, Aurora
JEFFERY D. SCHIELKE
Mayor, Batavia

Du Page Region
ABNER GANET
Mayor, Elmhurst
JANICE GERZEVSKE
President, Carol Stream

Will Region
DONALD RANDICH
Mayor, Crest Hill
JOSEPH HARTUNG
President, New Lenox

August 12, 1983

Honorable Charles Percy
United States Senate
SD 462 Dirksen Senate Office Building
Washington, D.C. 20510

Dear Senator Percy:

At our Executive Committee meeting on August 8, we again discussed and resolved to agree on the comingling of public funds and toll revenues for new freeway construction as permitted in SB 524. My testimony at Senators Simm's and your public hearing on July 8, 1983 appropriately covered how we feel on the subject, but since it was reintroduced at our last meeting I felt compelled to notify you again of our support. We caution however that all avenues in using public funding should be diligently persued and that extreme caution employed in determining the cost effectiveness.

As you are aware one of the freeways that would benefit from this legislation in FAP 431. The mayors in Will County have expressed a concern that the current thinking does not include the construction south of Interstate 55. They feel strongly that the construction south to Interstate 80 is feasible and should be considered until proven otherwise. They also are concerned with the economic/development potential associated with the construction of such a facility and point out that the cost for this Will County segment would be rather low due to the undeveloped status of the land. Based on these and a number of other arguements we adopted the resolution attached with this letter.

Thank you for sponsoring the legislation.

Sincerely,

Florence Boone

Florence Boone

FB/ls-0511P

cc: Committee on Environment -
Public Works (Transportation)
SD 410 Dirksen Senate Office Bldg.
Washington, D.C. 20510

cats / COUNCIL OF MAYORS
300 WEST ADAMS STREET CHICAGO, ILLINOIS 60606
Telephone (312) 793-3470

EXECUTIVE COMMITTEE

OFFICERS
FLORENCE H. BOONE Chairman
VERNA L. CLAYTON Vice Chairman
JOHN RITA Vice Chairman

REGIONAL COUNCILS REPRESENTATIVES

North Shore Region
FLORENCE H. BOONE
President, Glencoe
GWENDOLYN TRINDL
President, Winnetka

Northwest Region
VERNA L. CLAYTON
President, Buffalo Grove
MARTIN J. BUTLER
Mayor, Park Ridge

North Central Region
JACK B. WILLIAMS
President, Franklin Park
SARA G. BODE
President, Oak Park

Central Region
JOHN HAUSMANN
President, LaGrange
AL B. KRISCIUNAS
President, Indian Head Park

Southwest Region
ANTHONY VACCO
President, Evergreen Park
ERNEST KOLB
President, Oak Lawn

South Region
JOHN RITA
Mayor, Blue Island
EDWARD PAESEL
Mayor, Sauk Village

Lake Region
HENRY J. PAULUS
Mayor, Lake Zurich
EDWIN M. SCHROEDER
Mayor, Grayslake

McHenry Region
FRANCES KUHN
Mayor, Woodstock
CARL WEHDE
Mayor, Crystal Lake

Kane Region
JOHN J. HILL
Mayor, Aurora
JEFFERY D. SCHIELKE
Mayor, Batavia

Du Page Region
ABNER GANET
Mayor, Elmhurst
JANICE GERZEVSKE
President, Carol Stream

Will Region
DONALD RANDICH
Mayor, Crest Hill
JOSEPH HARTUNG
President, New Lenox

August 12, 1983

Honorable Alan Dixon
United States Senate
SH 316 Hart Senate Office Building
Washington, D.C. 20510

Dear Senator Dixon:

At our Executive Committee meeting on August 8, we again discussed and resolved to agree on the comingling of public funds and toll revenues for new freeway construction as permitted in SB 524. My testimony at Senators Simm's and Percy public hearing on July 8, 1983 appropriately covered how we feel on the subject, but since it was reintroduced at our last meeting I felt compelled to notify you again of our support. We caution however that all avenues in using public funding should be diligently persued and that extreme caution employed in determining the cost effectiveness.

As you are aware one of the freeways that would benefit from this legislation is FAP 431. The mayors in Will County have expressed a concern that the current thinking does not include the construction south of Interstate 55. They feel strongly that the construction south to Interstate 80 is feasible and should be considered until proven otherwise. They also are concerned with the economic/development potential associated with the construction of such a facility and point out that the cost for this Will County segment would be rather low due to the undeveloped status of the land. Based on these and a number of other arguements we adopted the resolution attached with this letter.

Thank you for sponsoring the legislation.

Sincerely,

Florence Boone

Florence Boone

FB/ls-0511P

cc: Committee on Environment -
Public Works (Transportation)
SD 410 Dirksen Senate Office Bldg.
Washington, D.C. 20510

RESOLUTION SUPPORTING THE CONCEPT OF THE CONSTRUCTION OF AN EXPRESSWAY IN THE FAP 431 CORRIDOR SOUTH OF INTERSTATE 55 IN DUPAGE COUNTY TO INTERSTATE 80 IN WILL COUNTY, ILLINOIS

AUGUST 8, 1983

WHEREAS, the Executive Committee of the CATS Councils of Mayors is comprised of duly elected officials and represents all eleven Regional Councils of Mayors and all six Counties of Northeast Illinois; and

WHEREAS, an expressway in the FAP 431 corridor has been proposed for construction since the mid 1960's; and

WHEREAS, the need for such a facility in DuPage and Will Counties has been demonstrate and documented time and time again

NOW THEREFORE, BE IT RESOLVED that the CATS Council of Mayors Executive Committee supports the concept of the construction of an expressway in the FAP 431 corridor from Army Trail Road in DuPage County, and continuing south to Interstate 80 in Central Will County, Illinois

BE IT FURTHER RESOLVED THAT this resolution be forwarded to the U.S. Senate Committee on Environment and Public Works Subcommittee on Transportation, the Illinois Congressional Delegation, the Northeast Illinois State Legislators and ranking officials of Illinois Department of Transportation and of the Illinois Toll Highway Authority.

Barton-Aschman Associates, Inc.

820 Davis Street Evanston, Illinois 60204 312-491-1000

MEMORANDUM TO: Will County

FROM: Barton-Aschman Associates, Inc.

DATE: August 1, 1983

SUBJECT: Year 2000 Transportation Needs in the FAP 431 Corridor

The purpose of this memorandum is to summarize an analysis of the need for the proposed FAP Route 431. This is based upon an examination of year 2000 transportation demand as included in the Will County Transportation Study. The proposed roadway would be located in a north-south corridor connecting the northerly sections of Du Page County to I-80 near New Lenox (see Figure 1). In Will County, the corridor would affect the townships of Du Page, Lockport, Homer, Joliet, and New Lenox.

The year 2000 travel demand projections were prepared by the Chicago Area Transportation Study (CATS). The analysis used the CATS regional travel model as modified to incorporate more detailed analysis for Will County. The analysis also used the existing (plus committed and programmed) highway network to establish a basis for determining if future demands will exceed available capacity. Any deficits in capacity identified are defined as "needs." These needs were also evaluated on the basis of land-use planning goals and the functional compatibility of roadway and land-use categories.

Extent of Future Growth in Will County

Future changes in travel demand are closely related to population and employment changes, both within and adjacent to a given area. For example, an increase in population within Will County will tend to generate additional trips to and from locations both within and outside of the county. Employment increases in areas adjacent to Will County, such as Du Page County, will tend to generate trips originating either within or external to Will County. Thus, changes within Will County alone will not entirely account for travel demand changes affecting Will County roadways. Will County roadways serve both local and regional travel demands.

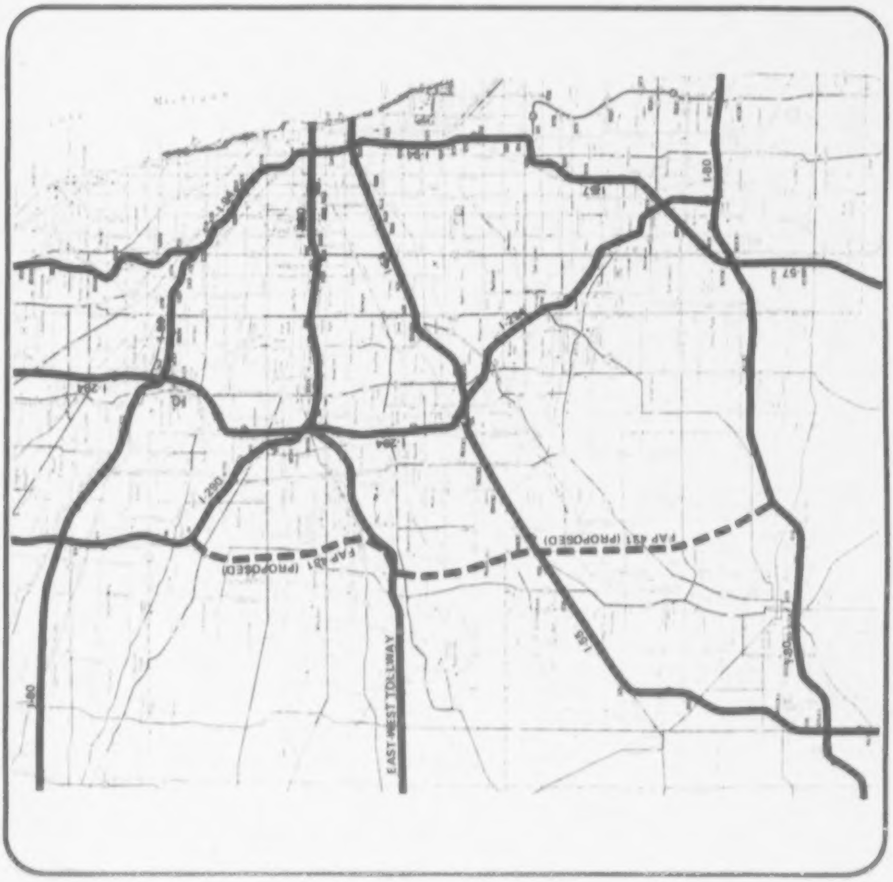
Population

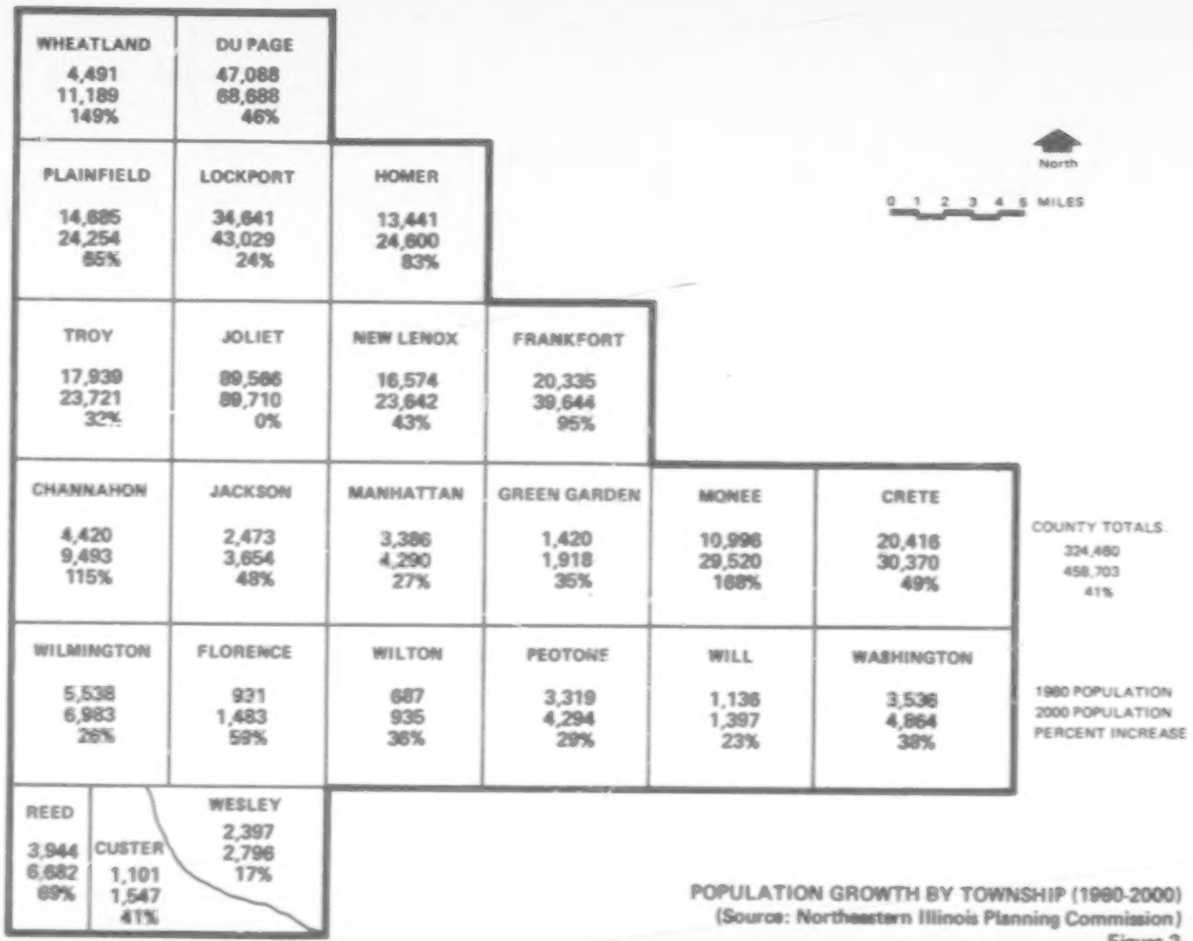
Between the years 1980 and 2000, the total population of Will County is expected to increase 41 percent, from 324,460 to 458,703. The population of each township is expected to increase, but in varying amounts (Figure 2). The largest percentage increases will occur within the townships of Monee (168 percent), Wheatland (149 percent), Channahon (115 percent), Frankfort (95 percent), and Homer (83 percent). The most populated townships will remain as Joliet (89,710),

ALIGNMENT OF PROPOSED FAP ROUTE 431

Will County Transportation Study
Prepared for: Will County, Illinois
Consultant: Barton-Aschman Associates, Inc. Evanston, Illinois

Figure 1


Lake Michigan
I-94
I-90
I-294
I-290
I-80
I-57
I-55
EAST-WEST TOLLWAY
FAP 431 (PROPOSED)
FAP 431 (PROPOSED)


North
0 1 2 3 4 5 MILES
WHEATLAND
4,491
11,189
149%
DU PAGE
47,088
68,688
46%
PLAINFIELD
14,685
24,254
65%
LOCKPORT
34,641
43,029
24%
HOMER
13,441
24,600
83%
TROY
17,939
23,721
32%
JOLIET
89,566
89,710
0%
NEW LENOX
16,574
23,642
43%
FRANKFORT
20,335
39,644
95%
CHANNAHON
4,420
9,493
115%
JACKSON
2,473
3,654
48%
MANHATTAN
3,386
4,290
27%
GREEN GARDEN
1,420
1,918
35%
MONEE
10,996
29,520
168%
CRETE
20,416
30,370
49%
WILMINGTON
5,538
6,983
26%
FLORENCE
931
1,483
59%
WILTON
687
935
36%
PEOTONE
3,319
4,294
29%
WILL
1,136
1,397
23%
WASHINGTON
3,536
4,864
38%
REED
3,944
6,682
69%
CUSTER
1,101
1,547
41%
WESLEY
2,397
2,796
17%
COUNTY TOTALS
324,460
458,703
41%
1980 POPULATION
2000 POPULATION
PERCENT INCREASE

POPULATION GROWTH BY TOWNSHIP (1980-2000)
(Source: Northeastern Illinois Planning Commission)
Figure 2

Du Page (68,688), Frankfort (39,644), and Crete (30,370). While all the townships in the southern portion of the county will have steady population growth, the absolute numbers will remain relatively small.

Employment

Between the years 1980 and 2000, the total employment in Will County is expected to increase 15 percent from 101,861 to 117,274. The employment changes within each township are shown in Figure 3. The largest percentage increases will occur in the townships of New Lenox (68 percent), Monee (49 percent), Frankfort (44 percent), and Du Page (33 percent). The townships having the greatest employment will remain as Joliet (48,271), Du Page (11,250), Lockport (9,923), and Troy (9,241). Most townships in the southern portion of the county will have relatively small increases in employment.

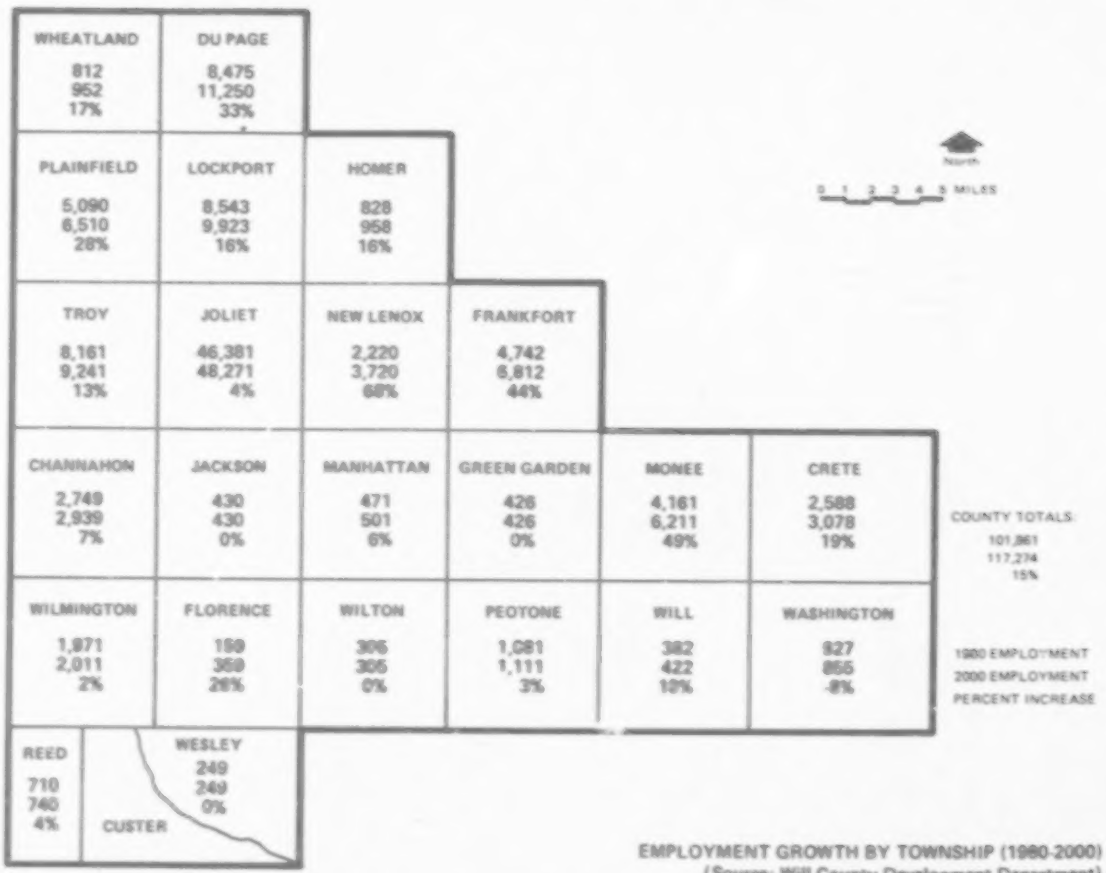
Countywide Travel Demand Forecasts

Travel demands for the year 2000 were generated by the Chicago Area Transportation Study (CATS) using population, employment, and roadway data supplied by the Northern Illinois Planning Commission (NIPC) and Will County. The forecasts were made on the basis of the existing plus committed roadway network within Will County. No additional improvements by the year 2000 were assumed.

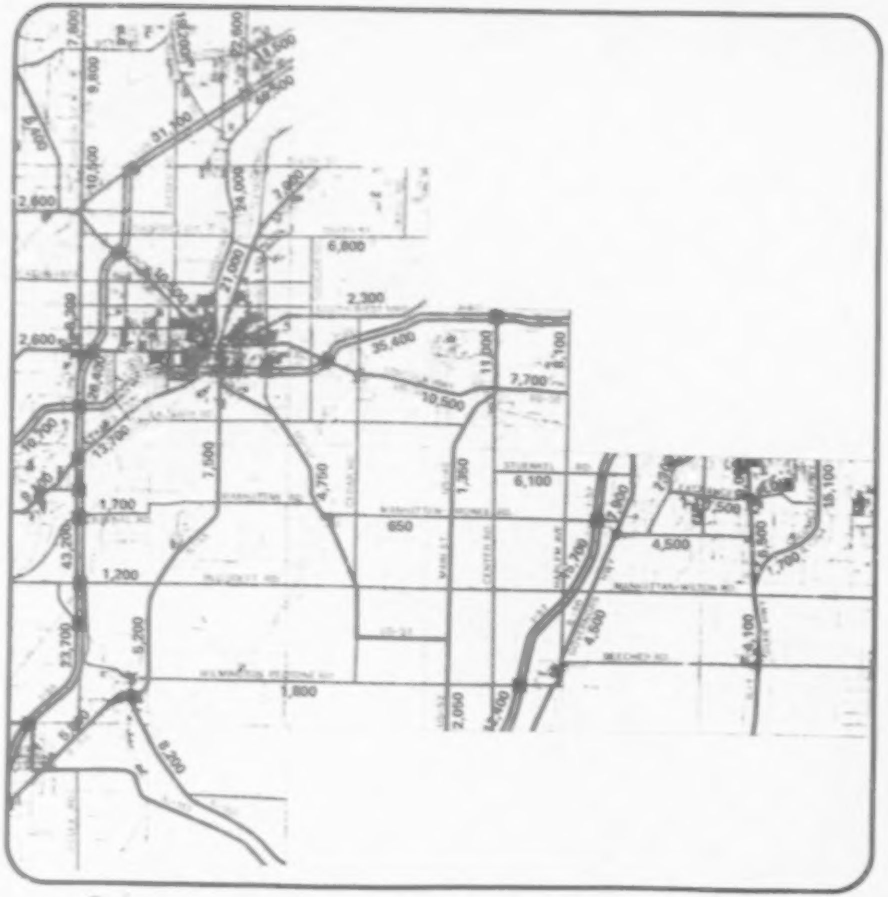
Daily traffic volumes at selected points along major roadways are shown in Figures 4 and 5 for the years 1982 and 2000, respectively. Major volume increases are expected to occur primarily in the northwestern portion and northern borders of the county. Within the northwestern portion, major volume increases will occur on IL-59 north of Plainfield (9,800 to 15,800), Naperville Road north of Boughton (19,200 to 26,600), and IL-53 north of Boughton (22,600 to 27,800). Within the northern border areas, major volume increases will occur on Il-7 in Homer Township (6,800 to 11,000), U.S. 45 south of I-80 (11,000 to 17,500), IL-50 in Monee Township (7,900 to 11,300), Steger-Monee Road (7,100 to 15,300), and the Calumet Expressway (15,100 to 26,600).

The largest increases in expressway volumes also will occur along the segments that lie within the northwestern and northern border areas of the county. Along I-55, the greatest volume increases will occur within Wheatland Township (31,000 to 40,400) and Du Page Township (46,500 to 62,600). Along I-80, the greatest volume increase will occur within New Lenox Township (35,400 to 40,700) and Frankfort Township (35,400 to 52,300). Within Monee Township, I-57 will increase from 15,700 to 28,300.

Bridges over the Des Plaines River, representing a capacity constriction within the county, will carry significantly larger volumes by the year 2000, particularly in Lockport and Du Page Townships. Major increases will occur on the Ruby Street Bridge (27,900 to 37,500), the IL-7 Bridge (23,800 to 27,400), the 135th Street Bridge (8,800 to 15,100), and the Stevens Street Bridge in nearby Cook County (19,100 to 34,000).


North
0 1 2 3 4 5 MILES
WHEATLAND
812
952
17%
DU PAGE
8,475
11,250
33%
PLAINFIELD
5,090
6,510
28%
LOCKPORT
8,543
9,923
16%
HOMER
828
958
16%
TROY
8,161
9,241
13%
JOLIET
46,381
48,271
4%
NEW LENOX
2,220
3,720
68%
FRANKFORT
4,742
6,812
44%
CHANNAHON
2,749
2,939
7%
JACKSON
430
430
0%
MANHATTAN
471
501
6%
GREEN GARDEN
426
426
0%
MONEE
4,161
6,211
49%
CRETE
2,588
3,078
19%
WILMINGTON
1,971
2,011
2%
FLORENCE
159
369
28%
WILTON
306
305
0%
PEOTONE
1,081
1,111
3%
WILL
382
422
10%
WASHINGTON
927
855
-8%
REED
710
740
4%
WESLEY
249
249
0%
CUSTER
COUNTY TOTALS
101,861
117,274
15%
1980 EMPLOYMENT
2000 EMPLOYMENT
PERCENT INCREASE

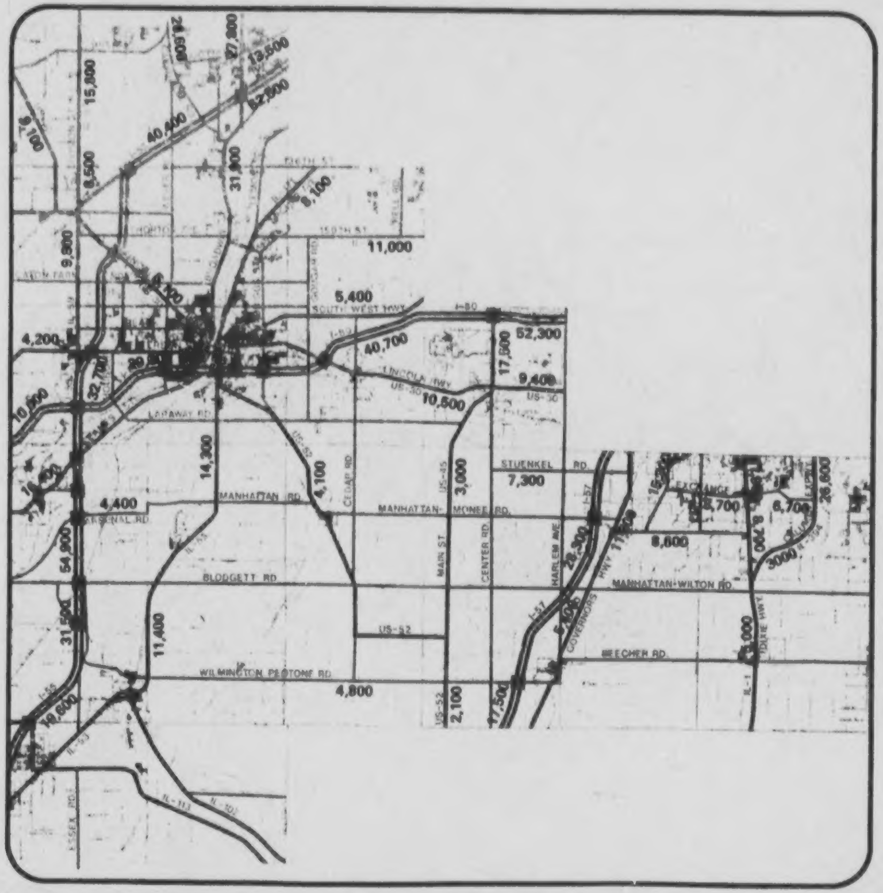
EMPLOYMENT GROWTH BY TOWNSHIP (1980-2000)
(Source: Will County Development Department)
Figure 3


7,800
9,800
10,500
2,600
31,100
19,200
22,600
49,500
24,000
1,800
21,000
6,800
10,500
2,300
35,400
11,000
8,100
7,700
10,500
2,600
6,300
28,400
10,700
13,700
7,500
4,750
1,360
6,100
650
1,700
43,200
1,200
5,200
23,700
1,800
2,050
12,400
7,900
4,500
4,600
15,700
2,300
18,100
6,500
1,700
4,100
8,200

00,000 1982 DAILY TRAFFIC VOLUMES

DAILY TRAFFIC VOLUMES 1982

WB County Transportation Study
Prepared for: WB County, Illinois
Consultant: Barton-Aschman Associates, Inc.
Evanston, Illinois
Figure 4


15,800
8,500
40,400
28,600
27,800
13,500
9,800
11,000
5,400
4,200
32,700
10,900
40,700
52,300
17,600
9,400
10,500
14,300
4,100
4,400
54,900
31,500
11,400
4,800
2,100
3,000
7,300
17,500
28,300
8,600
6,700
26,600
8,700
SOUTH WEST HWY
I-80
LINCOLN HWY
US-30
LARAWAY RD
MANHATTAN RD
CEDAR RD
US-52
US-45
MAIN ST
CENTER RD
MANHATTAN-MONEE RD
STUENKEL RD
HARLEM AVE
I-57
GOVERNORS HWY
MANHATTAN-WILTON RD
BEECHER RD
DIXIE HWY
IL-1
BLODGETT RD
WILMINGTON PEOTONE RD
ARSENAL RD
ESSEX RD
I-55
IL-53
IL-113
IL-102
EXCHANGE

2000 DAILY TRAFFIC VOLUMES

Will County Transportation Study
Prepared for: Will County, Illinois
Consultant: Barton-Aschman Associates, Inc.
Evanston, Illinois

Figure 5

Other roadway segments throughout the southern portions of Will County are also expected to serve larger daily traffic volumes by the year 2000, although in most cases the larger volumes are not significant from the standpoint of available link capacities.

Highway Capacity Assessment Within the FAP 431 Corridor

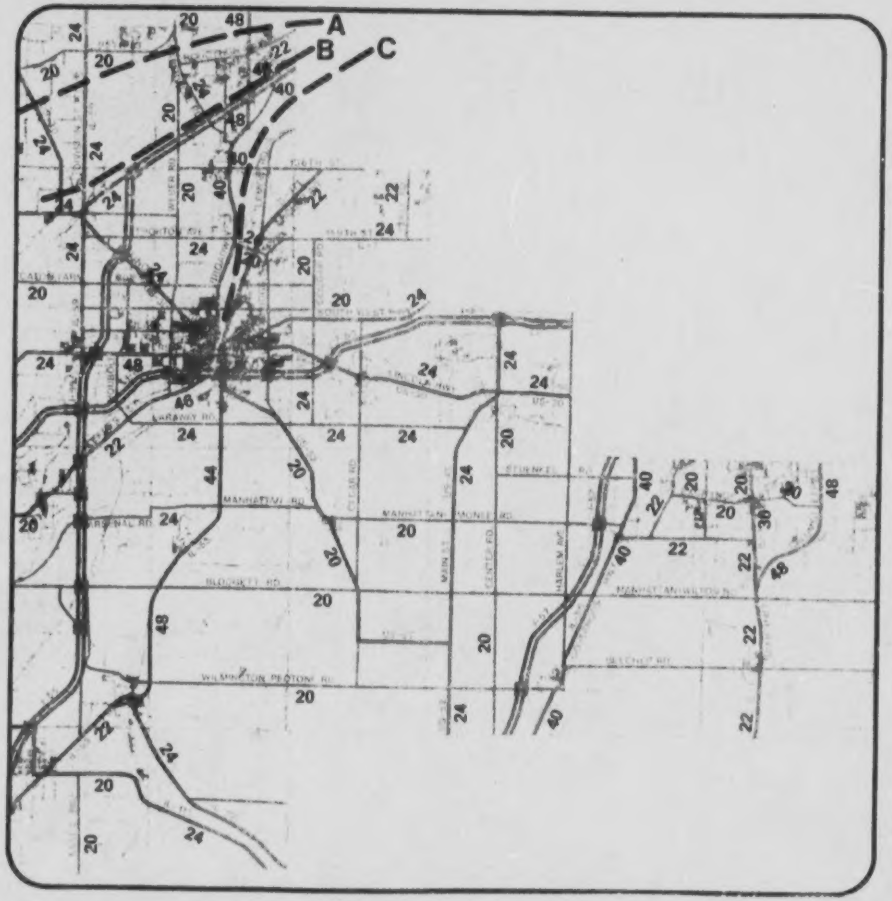
Traffic volumes have significance in terms of roadway needs only when compared with available capacity. Whereas traffic volumes represent "demands," roadway capacities represent "supplies." Roadway needs are partially defined in terms of providing sufficient capacity to satisfy traffic demands. While roadway needs also encompass items such as safety, intersection improvements, pavement condition, accessibility, land-use compatibility, etc., this section addresses needs only in terms of link capacities. Link capacities were examined from two levels--corridor levels and individual link levels.

Screenline Capacity Assessment

At the corridor level, link capacities were evaluated by defining screenlines which cross critical travel corridors. Figure 6 shows the location of the three screenlines, as well as the widths of major roadway segments. The total capacity at a screenline may be thought of as the sum of the individual roadway segments cut by the screenline. This concept is valid only insofar as roadways in the same corridor represent alternative choices to drivers.

Table 1 summarizes the results of the screenline analysis. Screenline A, which is perpendicular to the major north-south roadways in the northern portion of Wheatland and Du Page Townships--U.S. 30, IL-59, Plainfield-Naperville Road, Naperville Road, IL-53, and Lemont Road--will have an increase in corridor average daily traffic of 42 percent, from 83,600 to 118,300 by the year 2000. Assuming that no additional improvements are made, the expected increase in corridor average daily traffic will require the equivalent of eight additional lanes of traffic to provide an adequate level of service. Screenline B is also perpendicular to the major north-south roadways in Wheatland and Du Page Townships, but lies immediately north of I-55. Average daily traffic in its corridor will increase 50 percent from 77,200 to 115,700, resulting in a deficiency of six traffic lanes. Screenline C, which intersects the Des Plaines River Bridge crossings between the Stevens Street Bridge and the Ruby Street Bridge, will have an increase in corridor average daily traffic of 43 percent, from 79,600 to 114,000, resulting in a deficiency of seven traffic lanes.

The year 2000 traffic lane deficiencies do not necessarily imply the need to construct as many lanes as indicated within each corridor. Other improvements, both within and adjacent to the corridor, may tend to divert traffic to parallel roadways in other corridors or along perpendicular roadways. However, given the general character of these results, i.e., a major north-south capacity shortage, the FAP 431 concept would be a probable solution. The effectiveness of each type of improvement can be fully recognized only through a network-level simulation. This will be accomplished later in the project.


A
B
C
LARAWAY RD
MANHATTAN RD
MANHATTAN-MONEE RD
BLODGETT RD
WILMINGTON-PEOTONE RD
CEDAR RD
MAIN ST
CENTER RD
HARLEM AV
STUENKEL RD
MANHATTAN-WILTON RD
BEECHER RD
ARSENAL RD
SOUTH WEST HWY
WEBER RD
159TH ST
20
24
22
40
44
48
30

WIDTHS OF MAJOR
ROADWAYS AND
LOCATION OF SCREENLINES

Will County Transportation Study
Prepared for: Will County, Illinois
Consultant: Barton-Aschman Associates, Inc.
Evanston, Illinois
Figure 6

Table 1
SCREENLINE ANALYSIS

Screenline	Major Roads Cut By Screenline	1980 ADT	2000 ADT	Percent of Increase in ADT	Existing Number of Lanes at Screenline	Approximate Capacity at Screenline	Additiona Lanes Needed
A	US-30	6,400	9,800		2		
	IL-59	8,500	12,200		2		
	Plainfield-Naperville Road	4,300	8,800		2		
	Naperville Road	19,200	26,800		2		
	IL-53	22,900	28,600		4		
	Lemont Road	22,300	32,300		4		
	Total:	83,600	118,300	42%	16	80,000	8
B	US-30	3,200	7,300		2		
	IL-59	8,500	9,500		2		
	Plainfield-Naperville Road	2,200	3,800		2		
	Weber Road	4,800	10,700		2		
	Naperville Road	10,000	18,300		2		
	IL-53	26,200	33,800		4		
	Lemont Road	22,300	32,300		4		
	Total:	77,200	115,700	50	18	90,000	6
C	Stevens Street Bridge	19,100	34,000		4		
	135th Street Bridge	8,800	15,100		4		
	IL-7 Bridge	23,800	27,400		4		
	Ruby Street Bridge	27,900	37,500		4		
	Total:	79,600	114,000	43	16	80,000	7

Link Capacity Assessment

In addition to corridor capacity deficiencies, individual link capacity deficiencies also indicate roadway needs. Some of the individual link capacity deficiencies lie within the screenline corridors, as indicated in Figure 7. These links include IL-59, Naperville Road, and IL-53 within Screenlines A and B, and the Stevens Street Bridge, the 135th Street Bridge, the IL-7 Bridge, and the Ruby Street Bridge within Screenline C. Other links having projected capacity deficiencies are IL-53 in Lockport and Joliet Townships, U.S. 45 south of I-80, and U.S. 6 west of I-55, Steger-Monee Road, and IL-1. Although IL-53 south of I-55 is not within one of the three screenlines, it acts as an extension of part of the same travel corridor.

As part of the year 2000 travel demand forecasts, CATS also provided data which identified the origin and destination zones of all trips using a particular roadway link. This data indicated the component volumes of the total daily volume along a particular link, expressed in terms of network travel distribution patterns.

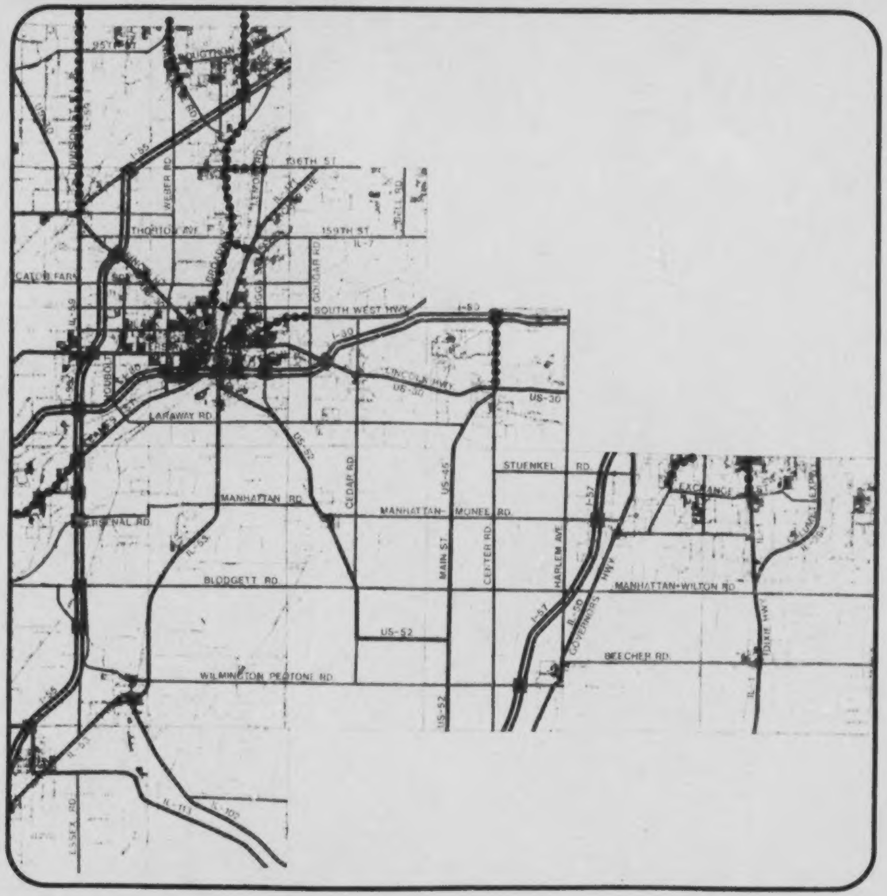
The links selected for this analysis were those which best indicate how various classes of roadways serve network travel demands. Taken together, the selected links identify the distribution of demand and the manner in which drivers choose alternative network paths. The links are a representative cross section of various classes of roadways and critical locations, such as bridge crossings, high-volume locations, or potential bottlenecks.

The selected link analysis was applied to critical links within the FAP 431 corridor, such as IL-59 south of the Du Page County Line, IL-53 south of I-55, the Stevens Street Bridge, the 135th Street Bridge, the IL-7 Bridge, the Ruby Street Bridge, and various expressway locations. The analysis indicated that many of these links serve a large percentage of regional, long-distance traffic. These links are all expected to have capacity deficiencies. A new freeway or tollway would attract many of the long-distance trips.

Roadway System Hierarchy and the Role of FAP Route 431

As suggested by the selected link analysis, some Will County roadways serve multiple functions by acting as both collector streets and regional highways. Other roadways serve either local or regional traffic demands. The function of a particular roadway depends on its relationship with the entire roadway network in terms of minimizing travel times or providing land access.

The goals of minimizing travel times and providing convenient access are best achieved by encouraging a functional hierarchy of roadways. At the lower end of the hierarchy are local roads or secondary arterials which provide direct land access and carry mostly local traffic. At the higher end of the hierarchy are regional highways which have limited access but carry mostly regional traffic. By promoting the segregation of roadway functions, other goals are more achievable, such as land-use compatibility and traffic safety.


95TH ST
135TH ST
WEBER RD
I-55
THORTON AVE
159TH ST
IL-7
GOUGAR RD
CATON FARM
IL-59
SOUTH WEST HWY
I-80
I-30
LINCOLN HWY
US-30
LARAWAY RD
US-52
CEDAR RD
US-45
STUENKEL RD
MANHATTAN RD
MANHATTAN-MONEE RD
I-57
EXCHANGE
IL-1
ARSENAL RD
IL-53
BLODGETT RD
MAIN ST
CENTER RD
HARLEM AVE
GOVERNORS HWY
IL-50
MANHATTAN-WILTON RD
DIXIE HWY
US-52
BEECHER RD
WILMINGTON PEOTONE RD
ESSEX RD
IL-113
IL-102

CAPACITY DEFICIENCIES—
YEAR 2000 VOLUMES

Will County Transportation Study
Prepared for: Will County, Illinois
Consultant: Barton-Aschman Associates, Inc.
Evanston, Illinois
Figure 7

Figure 8 indicates approximately the current roadway system functional hierarchy in Will County and adjacent portions of Cook County. Some classifications are arbitrary, but generally relate to functional operation, spacing, right-of-way, and various design features.

The CATS travel demand analysis also indicated the utilization of freeways and arterials in terms of daily vehicle-miles of travel. Figures 9 and 10 show facility utilization by township for freeways and arterials, respectively. For freeways, the countywide total vehicle-miles will increase 29 percent by the year 2000, with the greatest percentage increases in the townships of Du Page, Frankfort, and Monee. For arterials, the countywide total vehicle-miles will increase 37 percent by the year 2000, with the greatest percentage increases in the townships along the northern border of Will County--Wheatland (71 percent), Du Page (60 percent), Homer (53 percent), Frankfort (78 percent), Monee (89 percent), and Crete (89 percent).

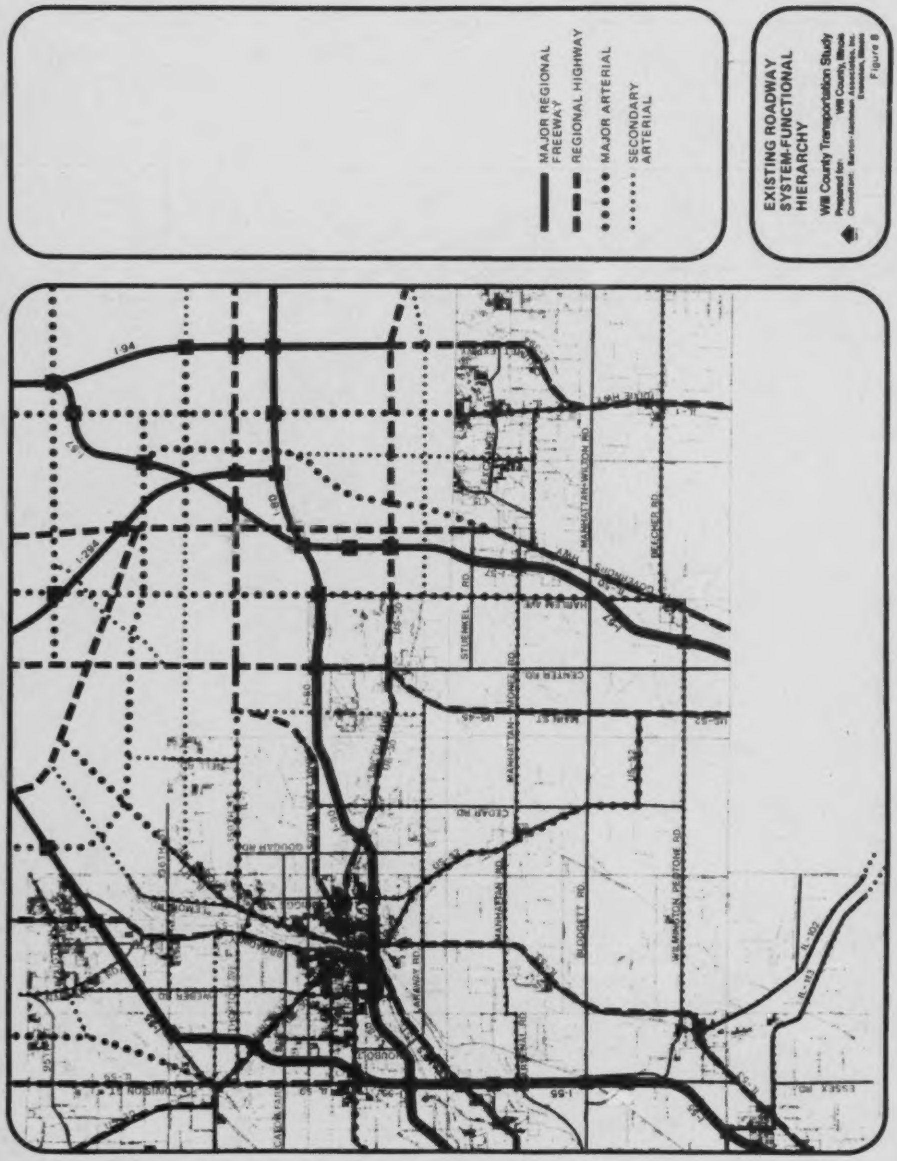
This data suggests that arterials will support an increasingly larger proportion of countywide travel demand, relative to freeways. Thus, the levels of service along arterials will decline, especially since the capacity deficiencies will exist in arterial-type roadways, rather than freeways, as discussed in the previous section. Figures 10 and 11 show average speeds by township for freeways and arterials, respectively. While changes in average freeway speeds will be almost negligible, arterial speeds will decline by an average of nine percent by the year 2000. The greatest declines will occur within the townships of Du Page (32 percent), Crete (21 percent), Monee (19 percent), and Channahon (16 percent).

Since many of these arterials are located within the FAP 431 corridor, the analysis suggests the need for FAP 431 to divert regional traffic from local arterial roadways. Thus, the proposed freeway would provide the necessary balance in the roadway system hierarchy.

Compatibility of Highway System and Land-use Planning Goals

In addition to consideration of capacity deficiencies and levels of service, highway needs are also defined in terms of land-use planning goals. The functional hierarchy of a roadway system should be compatible with the land-use categories it serves. For example, many commercial and industrial land-uses are most effectively served by regional-level roadways, with minimal use of local roadways. Residential land-uses, however, are more environmentally sensitive, and direct access should be restricted to local roadways, if possible.

The level of accessibility to commercial and industrial land-uses depends on the intensity and market area size of the specific developments involved. Larger-scale developments tend to require regional-level access, such as afforded by major interstate freeway interchanges. While this is a convenience for the development users, it also minimizes environmental disruption by diverting commercial and


MAJOR REGIONAL FREEWAY
REGIONAL HIGHWAY
MAJOR ARTERIAL
SECONDARY ARTERIAL
I-94
I-57
I-294
I-80
I-55
US-30
US-45
US-52
IL-102
IL-113
DIXIE HWY
GOVERNORS HWY
MANHATTAN-WILSON RD
BEECHER RD
HARLEM AVE
STUENKEL RD
CENTER RD
MANHATTAN-MONEE RD
MAPLE ST
LINCOLN HWY
CEDAR RD
GOUGAR RD
MANHATTAN RD
BUDGETT RD
WILMINGTON PEOTONE RD
LARAWAY RD
ARSENAL RD
WEBER RD
BROADWAY
DIVISION ST

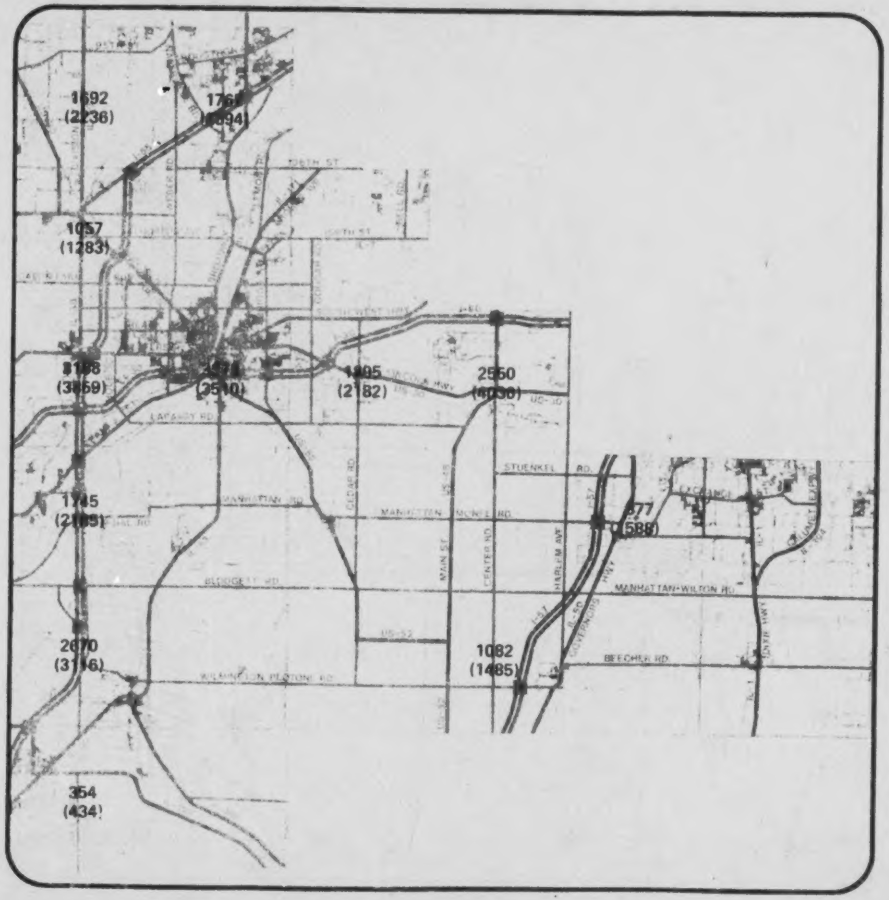
EXISTING ROADWAY SYSTEM-FUNCTIONAL HIERARCHY

Will County Transportation Study

Prepared for: Will County, Illinois

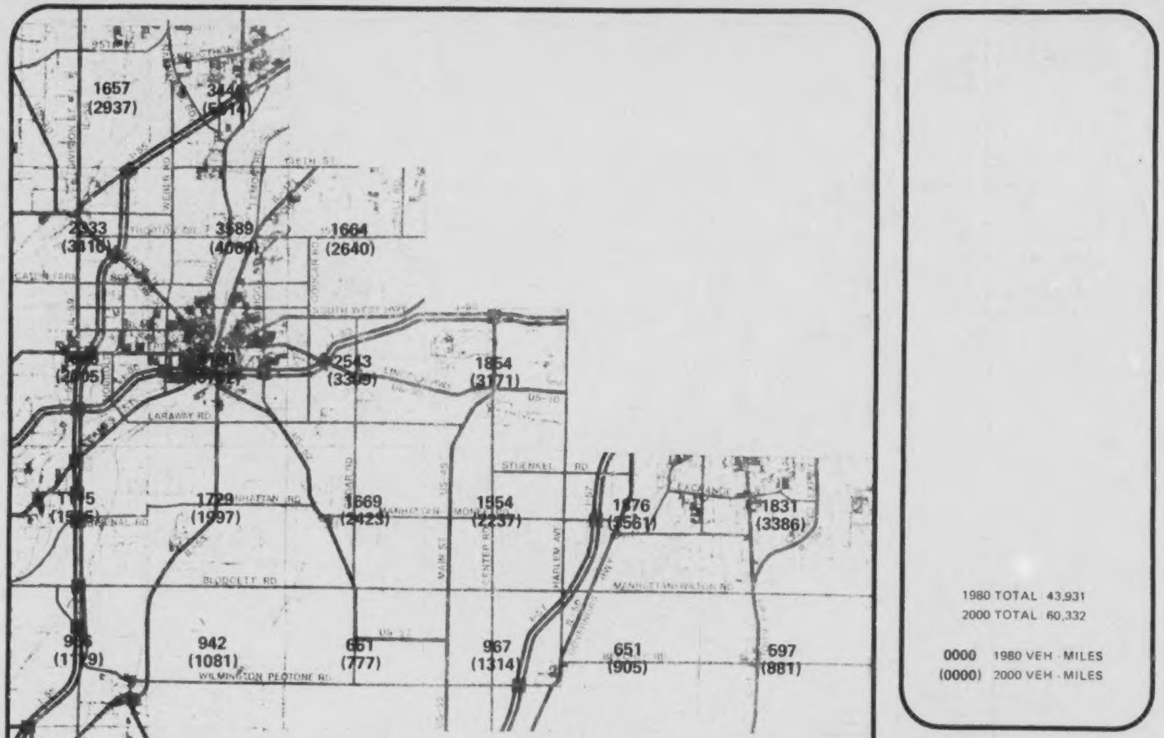
Consultant: Barton-Aschman Associates, Inc. Evanston, Illinois

Figure 8


1692
(2236)
1057
(1283)
(3859)
(3510)
(2182)
2550
1745
2670
354
(434)
277
(588)
1082
(1485)
LARAWAY RD
MANHATTAN RD
MANHATTAN MONEE RD
BLODGETT RD
WILMINGTON PEOTONE RD
CEDAR RD
MAIN ST
CENTER RD
HARLEM AVE
STUENKEL RD.
MANHATTAN-WILTON RD
BEECHER RD
US-52
I-57
IL-50
GOVERNORS HWY
US-30
I-80
1980 TOTAL: 22,145
2000 TOTAL: 28,501
0000 1980 VEH MILES
(0000) 2000 VEH MILES

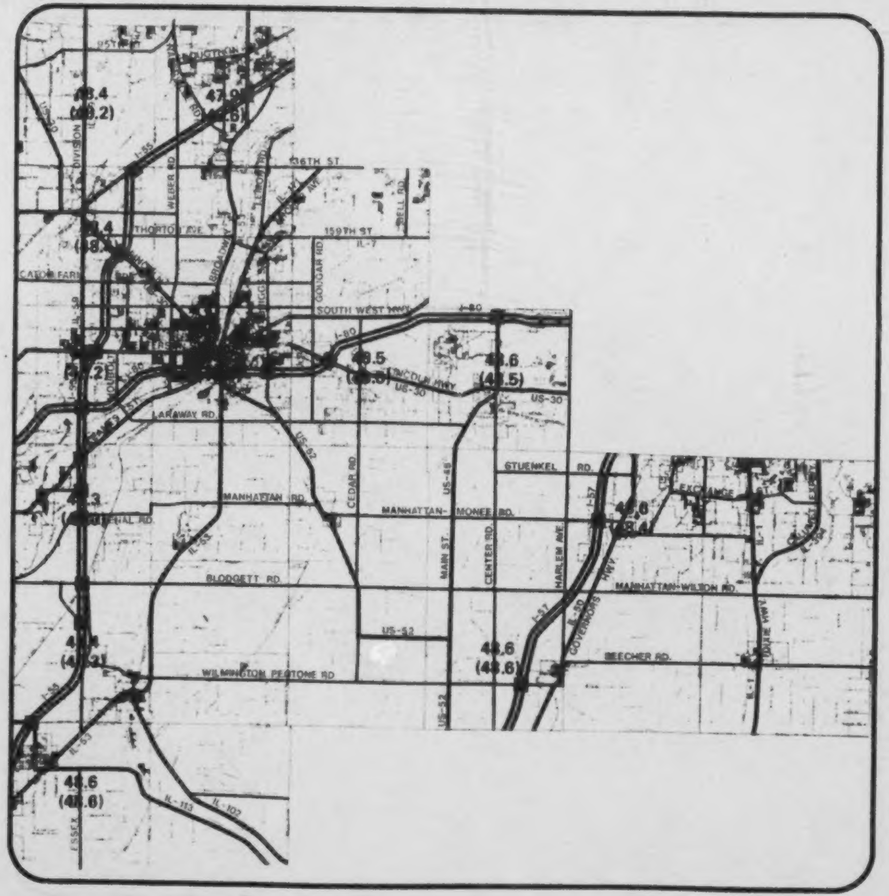
DAILY FREEWAY VEHICLE EQUIVALENT MILES OF TRAVEL

Will County Transportation Study
Prepared for: Will County, Illinois
Consultant: Barton-Aschman Associates, Inc. Evanston, Illinois
Figure 9


1657
(2937)
3444
2933
(3810)
3589
1664
(2640)
(2605)
2543
1854
(3171)
1729
(1997)
1669
(2423)
1554
(2237)
1831
(3386)
942
(1081)
651
(777)
967
(1314)
651
(905)
597
(881)
566
(744)
380
LARAWAY RD
SOUTH WEST HWY
WEBER RD
THORNTON AVE
BLODGETT RD
WILMINGTON PEOTONE RD
STUENKEL RD
MAIN ST
CENTER RD
HARLEM AVE
MANHATTAN RD
MANHATTAN MONEE RD
MANHATTAN WILTON RD
DIVISION ST
US-30
US-45
1980 TOTAL : 43,931
2000 TOTAL : 60,332
0000 1980 VEH - MILES
(0000) 2000 VEH - MILES

DAILY ARTERIAL VEHICLE EQUIVALENT MILES OF TRAVEL

Will County Transportation Study
Prepared for: Will County, Illinois
Consultant: Barton-Aschman Associates, Inc.
Evanston, Illinois
Figure 10

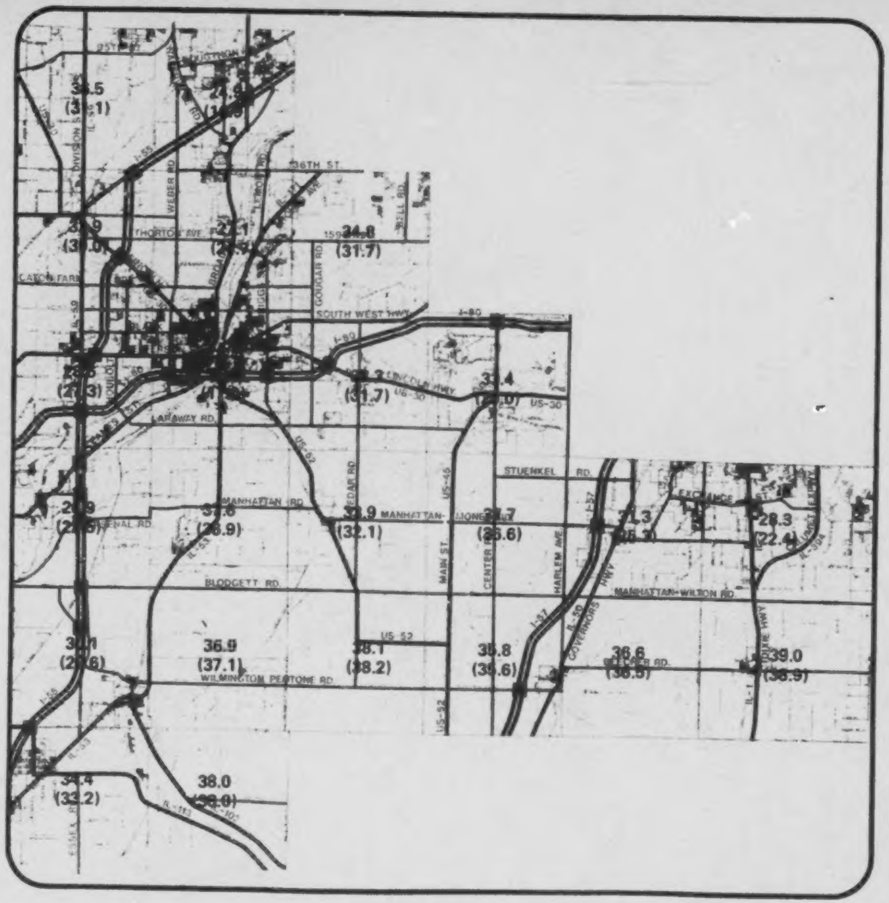

DIVISION
WEBER RD
THORTON AVE
136TH ST
159TH ST
IL-7
BELL RD
GOUGAR RD
BROADWAY
SOUTH WEST HWY
I-80
I-55
LINCOLN HWY
US-30
LARAWAY RD
US-52
CEDAR RD
US-45
MAIN ST.
CENTER RD.
HARLEM AVE
STUENKEL RD.
EXCHANGE
I-57
MANHATTAN RD.
MANHATTAN-MONEE RD.
MANHATTAN-WILTON RD.
BLODGETT RD.
WILMINGTON PEOTONE RD
GOVERNORS HWY
BEECHER RD.
DIXIE HWY
IL-1
IL-53
IL-113
IL-102
ESSEX
48.5
48.6
(48.5)
48.6
(48.6)
48.6
(48.6)

1980 AVERAGE: 48.4 MPH
2000 AVERAGE: 48.1 MPH

000 1980 SPEED (MPH)
(000) 2000 SPEED (MPH)

AVERAGE FREEWAY SPEEDS

Will County Transportation Study
Prepared for: Will County, Illinois
Consultant: Barton-Aschman Associates, Inc.
Evanston, Illinois
Figure 11



36TH ST.
THORTON AVE
WEBER RD
CATON FARM
GOUGAR RD
SOUTH WEST HWY
I-80
LINCOLN HWY
US-30
LARAWAY RD.
US-52
CEDAR RD
MANHATTAN RD
MANHATTAN-MONEE RD
STUENKEL RD.
EXCHANGE
MAIN ST
CENTER RD
HARLEM AVE
I-57
IL-50
GOVERNORS HWY
MANHATTAN-WILTON RD
BLODGETT RD.
WILMINGTON PEOTONE RD.
DIXIE HWY
IL-1
I-55
IL-53
IL-102
US 52
24.8
(31.7)
(31.7)
33.9
(32.1)
(35.6)
(28.9)
36.9
(37.1)
38.1
(38.2)
36.6
(36.5)
39.0
(36.9)
28.3
(22.4)
(27.3)
38.0
(33.2)

1980 AVERAGE : 27.2 MPH
2000 AVERAGE : 24.7 MPH

000 1980 SPEED (MPH)
(000) 2000 SPEED (MPH)

AVERAGE ARTERIAL SPEEDS

Will County Transportation Study
Prepared for: Will County, Illinois
Consultant: Barton-Aschman Associates, Inc.
Evanston, Illinois
Figure 12

industrial traffic away from local streets and by utilizing land along freeways which is often not suitable for residential development. Smaller-scale developments are better suited to subregional-level access, such as afforded by the intersections of major regional highways or arterials or the minor interchanges along interstate highways. This concept is shown in Figure 13 for locations throughout Will County.

The proposed FAP 431 would improve regional-level accessibility for the large area between I-294 and the Des Plaines River. The improved accessibility would provide opportunities for regional-level commercial and industrial development. Likewise, it would serve the employees and residents who would commute between Du Page and Will Counties.

The importance of segregating land-use functions and developing highway system compatibility is illustrated by the problem of truck traffic. Multi-unit trucks, which primarily cater to regional-level service, utilize the interstate freeways more than other types of roadways in Will County. However, because of growing industrial development in Du Page County requiring interstate freeway access, there is a considerable amount of multi-unit truck traffic along U.S. 30 and IL-59 in Wheatland and Plainfield Townships (Figure 14). Similarly, industrial development in the Lockport area generates significant truck traffic along IL-171 and 159th Street in Homer Township. It is likely that FAP 431 would provide more direct access to regional-level freeways that would minimize environmental disruption caused by trucks, as well as improve travel times.

Conclusions

Based upon the year 2000 forecasts of travel demands, and the preliminary analysis discussed in this memorandum, the following conclusions can be drawn:

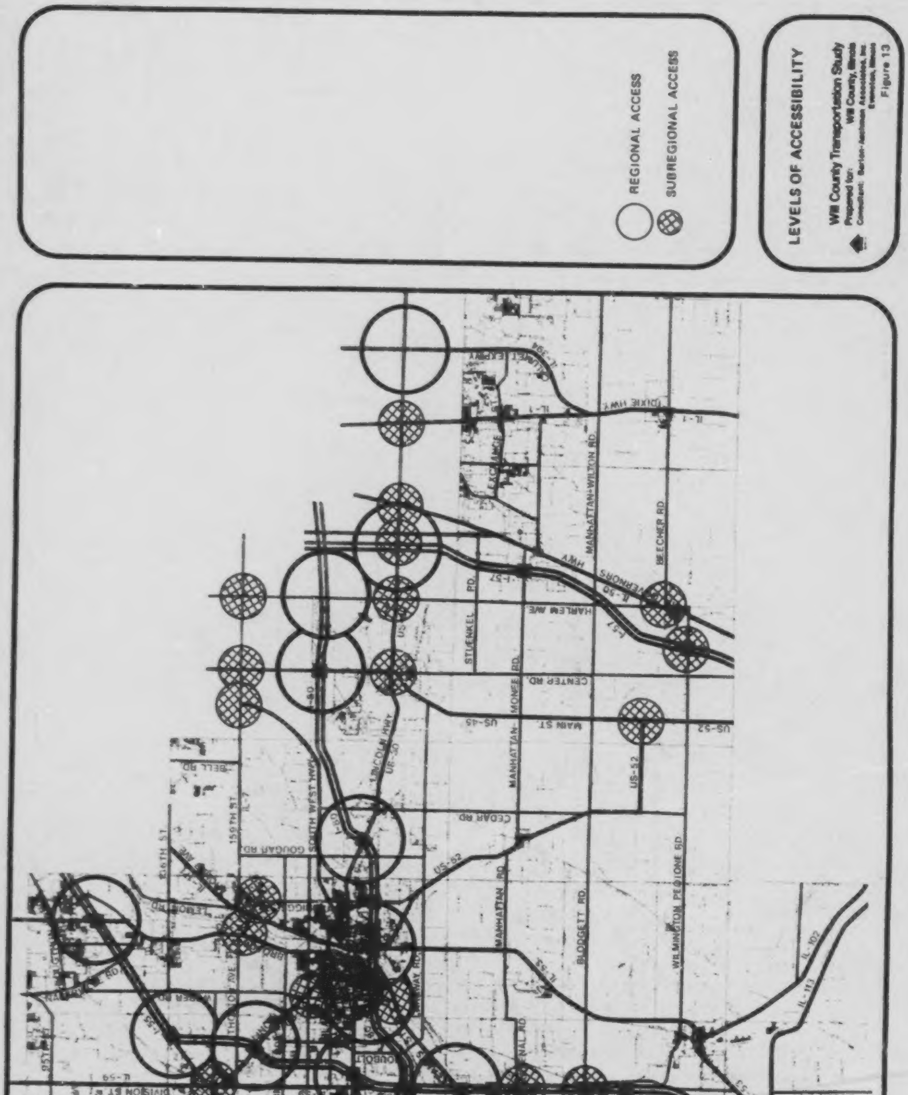
-- The greatest increases in population and employment in Will County will occur in the northwestern and northern border areas of the county.

-- These increases will generate additional traffic volumes on roadways in those areas. Some sections of the existing roadway network have insufficient capacity to accommodate the volume increases.

-- A screenline analysis along the corridor of the proposed route FAP 431 indicates a capacity deficiency of six to eight traffic lanes by the year 2000.

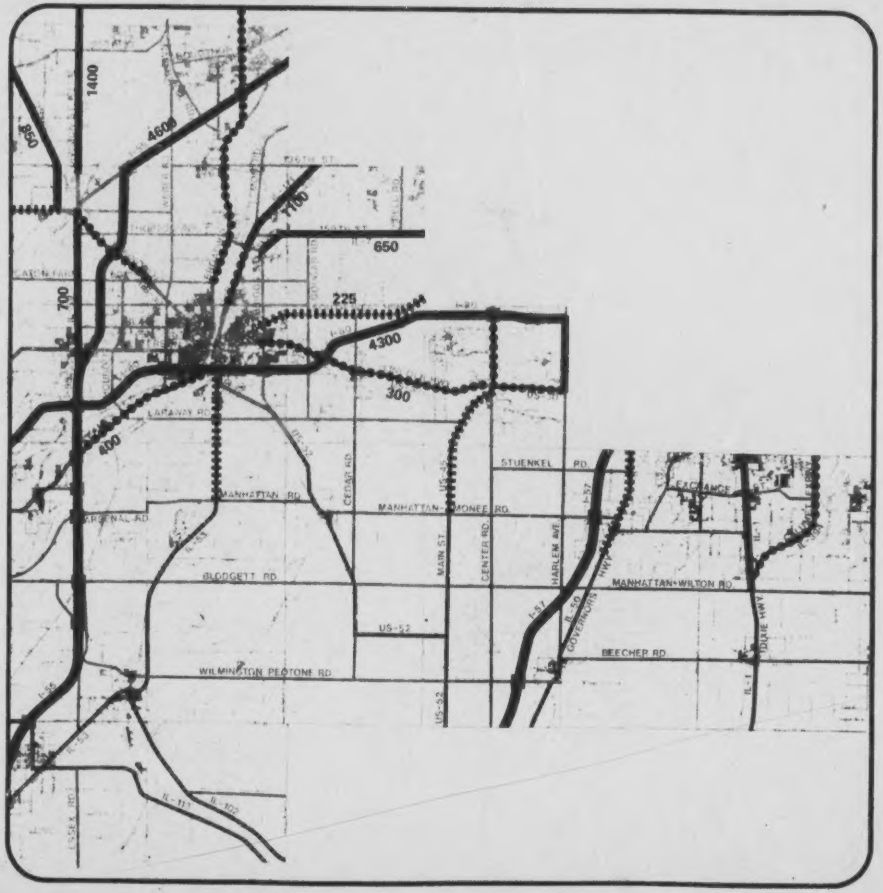
-- The growth in traffic volumes will reduce average arterial speeds within the townships of Du Page (32 percent), Lockport (nine percent), and Homer (nine percent). A selected link analysis indicates that many arterials within the FAP 431 corridor carry a large proportion of long-distance trips. Many of these trips should be diverted to regional freeways.

-- FAP Route 431 would be a vital link in the roadway system hierarchy by providing needed corridor capacity and improving land access, particularly for


REGIONAL ACCESS
SUBREGIONAL ACCESS
I-57
IL-50
GOVERNORS HWY
US-45
US-52
MAIN ST.
CENTER RD.
HARLEM AVE
BEECHER RD
MANHATTAN-WILTON RD
DIXIE HWY
IL-1
EXCHANGE
STUENKEL RD
CEDAR RD
MANHATTAN-MONEE RD
US-30
LINCOLN HWY
I-80
SOUTH WEST HWY
GOUGAR RD
159TH ST
IL-7
BELL RD
135TH ST
LEMONT RD
MANHATTAN RD
BLODGETT RD
WILMINGTON PEOTONE RD
IL-102
IL-113
IL-53
ESSEX RD
I-55
DIVISION ST
IL-59
CATON FARM

LEVELS OF ACCESSIBILITY

Will County Transportation Study
Prepared for: Will County, Illinois
Consultant: Barton-Aschman Associates, Inc.
Evanston, Illinois
Figure 13


1400
850
4600
1100
650
225
4300
300
700
400
159TH ST.
LARAWAY RD
MANHATTAN RD
ARSENAL RD
BLODGETT RD
US-52
WILMINGTON PEOTONE RD
CEDAR RD
MANHATTAN-MONEE RD
MAIN ST.
CENTER RD.
HARLEM AVE.
STUENKEL RD.
I-57
IL-50
GOVERNORS HWY
MANHATTAN-WILTON RD.
BEECHER RD.
EXCHANGE
DIXIE HWY
IL-1
I-55
IL-53
IL-113
IL-102
ESSEX RD
US-45
I-80

OVER 500
●●●●●● 250 - 500
▮▮▮▮▮▮▮▮ 100 - 250

**1980 DAILY VOLUMES—
MULTI-UNIT TRUCKS**

Will County Transportation Study
Prepared for: Will County, Illinois
Consultant: Barton-Aschman Associates, Inc.
Evanston, Illinois

Figure 14

regional travel. Such a link is needed to serve the area between I-294 and the Des Plaines River and to improve connections with Du Page County.

-- FAP Route 431 would be compatible with land-use planning goals by providing opportunities for regional-level commercial and industrial development and by segregating long-distance traffic and truck traffic from roadways intended for local traffic.

Village of Carol Stream

500 N. Gary Avenue • Carol Stream, Illinois 60188 • 312/665-7050

President
Janice Gerzevske
Clerk
Cleia A. Montgomery
Manager
Gregory J. Bielawski

July 6, 1983

The Honorable Steve Symms
Senate Transportation Subcommittee
The United States Senate
Senate Office Building
Washington, D. C. 20515

Subject: Hearing on S.524

Dear Senator Symms:

The Village of Carol Stream is not directly adjacent to either the proposed FAP 431 or FAP 426, however, the Village is within a ten minute drive of both. As a growing municipality, we support the comingling of funds for the construction of these highways. Carol Stream has a strong industrial base which will continue to grow if sufficient transportation arteries are available. Our growth will impact the economy of DuPage County which will in turn impact the economy of Illinois and the nation. A vital link to economic growth is a readily accessible limited access highway for delivery and shipping of goods.

Currently, FAP 431 ends at Army Trail Road. The horrendous traffic jams which result in this area during the morning and evening rush hours waste fuel, waste time, and cause air pollution as cars sit idling for as much as 20-30 minutes to either access or exit the existing portion of FAP 431.

A study done by the DuPage County Development Department concluded that comingling of funds might prove to be the only feasible way to provide these badly needed roadway during the current century. If tolls are too high, no one will use the roadway. Using federal funds would allow Illinois to "stretch" our highway dollars to provide vital transportation links for DuPage County.

Thank you for this opportunity to submit this testimony.

Sincerely,

Janice Gerzevske

Janice Gerzevske
Village President

jf

cc: Senator Charles H. Percy
Senator Alan J. Dixon
Representative Henry J. Hyde

Village of
DOWNERS
GROVE

JS

7-8-83

Civic Center • Downers Grove, Illinois 60515 • (312) 964-0300

July 1, 1983

Senator Steve Symms, Chairman
Senate Transportation Subcommittee

Re: Public Hearing July 6, 1983

Dear Senator Symms:

The Village of Downers Grove favors the use of tolls to assist in financing the construction, and if necessary, the operation of Federal Aid Primary Highway 431, the extension of Route 53 Expressway from Army Trail Road to Interstate 55, if Federal and State Highway Funds are insufficient to construct this needed segment of a major north-south expressway in the Northeast region of Illinois.

In 1965 the Village recognized the need for and approved the presently platted alignment for this expressway. We have considered various alternate methods of financing and improvement in order to accelerate the construction of this needed expressway to handle the ever increasing north-south traffic flow in DuPage County, and find that the use of tolls to finance a portion of this roadway is desirable.

Therefore, the Village of Downers Grove requests that the Senate Transportation Subcommittee make a positive recommendation to the Senate Committee on Environment and Public Works relative to Senate Bill 542.

Very truly yours,

Betty Cheever

Betty Cheever
Mayor

VILLAGE OF DOWNERS GROVE

BC/gjm

SUITE 121 4260 WESTBROOK DRIVE
FOX VALLEY Villages
A DEVELOPMENT OF AURORA VENTURE
AURORA, ILLINOIS 60505 312 851-5490

July 29, 1983

Senator Steve Symms, Chairman
Senate Environment and Public Works Committee
410 Dirksen Senate Office Building
Washington, D.C. 20510
Attn: Nadine Hamilton

Re: S. 524
FAP 431
DuPage County, Illinois

Dear Senator Symms:

I am writing this letter as a citizen and businessman of DuPage County, Illinois to express my support of the proposed FAP 431.

When I moved to Illinois thirteen years ago this highway was being discussed seriously as the solution to the, even then, problem of highway congestion. After these many years the same arguments for and against still go on, and the congestion and unsafe conditions of existing roads worsen.

DuPage County has experienced tremendous growth and it has potential to become one of the premier business locations in the United States. For the most part, all the infrastructure is in place except for an adequate north/south road system. The Midwest, Illinois, Greater Chicago and the communities of DuPage County need to nurture this resource to realize this potential.

As you are very well aware, no project of this size and significance goes unopposed by private interest groups, environmentalists, and just plain irrational people. However, I am confident when you objectively weigh all the arguments you will clearly see that FAP 431 must be built now.

I would like for my comments to be included as part of the official record of the hearing on S. 524.

Very truly yours,

AURORA VENTURE

Ralph B. Kristensen

Ralph B. Kristensen
General Manager

RBK:rq
cc: Senators Charles
Percy and Alan
Dixon

535 Duane Street
Glen Ellyn, Illinois 60137
312/469-5000

VILLAGE OF
GLEN ELLYN

July 15, 1983

Ms. Nadine Hamilton
U. S. Senate Committee on
Environment and Public Works
Washington, D.C. 20510

Dear Ms. Hamilton:

Enclosed is a Certified Copy of a Resolution on the subject of Senate Bill 524, which was adopted at the July 11, 1983 meeting of the Glen Ellyn Village Board.

The Board respectfully requests that the Resolution be included in the Official Record of the July 6, 1983 hearing held in Wheaton.

Thank you for your efforts.

Yours truly,

Jean H. Smith

Jean H. Smith
Administrative Secretary

RESOLUTION #83-6

A RESOLUTION REGARDING PROPOSED CONSTRUCTION OF FAP 431 AS A TOLL ROAD

WHEREAS, the need for a major north-south traffic artery through DuPage County has been recognized and proposed by the Illinois Department of Transportation as FAP 431, first as a Freeway and then as a Toll Road; and

WHEREAS, it appears that neither the Federal nor State Freeway construction program will include funding for the extension of FAP 431 from Army Trail Road to I-55 in the foreseeable future; and

WHEREAS, FAP 431 would intersect Interstate 55, the East-West and Northwest Toll Roads and other major east-west roads in the Chicago Metropolitan area, thus relieving the traffic congestion on the present north and south street network in DuPage County; and

WHEREAS, the Village of Glen Ellyn has long supported the development of this badly needed highway improvement; and

WHEREAS, the construction is of vital importance to the Village of Glen Ellyn in light of the numerous projects which currently exist or have been approved by the Village adjacent to the proposed corridor of FAP 431. These developments include the 700 dwelling units of Brandon Woods, the 250 dwelling units of Maryknoll II, and the Glen Hill Office Complex; and

WHEREAS, while the need for and benefits from FAP 431 are apparent, significant concerns have been expressed by Glen Ellyn and other DuPage County residents about the environmental impact of this highway.

NOW, THEREFORE, BE IT RESOLVED BY THE PRESIDENT AND BOARD OF TRUSTEES OF THE VILLAGE OF GLEN ELLYN, DUPAGE COUNTY, ILLINOIS:

SECTION ONE: That the Village of Glen Ellyn urges the United States Senate Transportation Subcommittee to recommend to Congress, the passage of Senate Bill 524, including the commingling of Federal and State funds to construct FAP 431, as a Toll Road, with its designation as a Freeway when the construction costs have been repaid.

SECTION TWO: That the Village of Glen Ellyn further urges that all public bodies involved in the planning of FAP 431 assist in minimizing any anticipated environmental damage and disruption.

SECTION THREE: That the Village Clerk transmit a certified copy of this Resolution to Nadine Hamilton, c/o U. S. Senate Committee on Environment and Public Works, Washington, D.C. 20510, prior to August 1, 1983, as well as to the Illinois Department of Transportation and the Illinois Tollway Authority.

APPROVED BY THE PRESIDENT AND VILLAGE BOARD OF TRUSTEES OF GLEN ELLYN, ILLINOIS, on this 11th day of July, 1983.

AYES: Fried, Crumbaugh, Seaway, ~~Olson~~, Formento

NAYS: Olson

ABSENT: Bourke, Oldfield

Michael R. Formento
Village President

ATTEST:

Wilma D Linde
Village Clerk

CERTIFICATION

I, Wilma D. Linde, Village Clerk of the Village of Glen Ellyn, Illinois, do hereby certify that the attached is a true and correct copy of a Resolution passed by the Board of Trustees of the Village of Glen Ellyn, Illinois at an Regular meeting of said Board held on July 11, 1983.

I do further certify that the original, of which the attached is a true and correct copy, is entrusted to me as the Village Clerk of said Village for safekeeping, and that I am the lawful custodian and keeper of same.

IN WITNESS WHEREOF, I have hereunto set my hand and affixed the corporate seal of the Village of Glen Ellym Illinois this 13th day of July, 1983.

Wilma D Linde
Wilma D. Linde
Village Clerk

CORPORATE SEAL

Village of Lisle
"The Arboretum Village"
1040 BURLINGTON AVENUE • LISLE, ILLINOIS 60532-1898 • (312) 968-1200

July 29, 1983

Senator Steve Symms, Chairman
Senate Environment and Public Works Committee
410 Dirksen Senate Office Building
Washington, D.C. 20510

Attn: Nadine Hamilton

RE: S. 524

Dear Senator Symms:

Attached is a copy of a Resolution entitled "A Revised Resolution Supporting Pending Federal Legislation Concerning Federal Participation in the Construction of Toll Roads in the State of Illinois, and Supporting the Construction of FAP 431". This resolution clearly states the Village's position on the matters of S. 524, FAP 431, and the proposed widening of Illinois Route 53.

This Resolution is being entered into the record of the Senate hearings concerning S. 524, and has been forwarded to Secretary John Kramer of the Illinois Department of Transportation.

We urge you to vote in favor of the proposed legislation, S. 524, so that funds will be available to construct the sorely needed FAP 431. Thank you for the opportunity to be heard.

Very truly yours,

George Varney

George Varney
Mayor

GV/MLK/sg

attachments

RESOLUTION NO. 83 - 237

A RESOLUTION SUPPORTING PENDING FEDERAL LEGISLATION CONCERNING FEDERAL PARTICIPATION IN THE CONSTRUCTION OF TOLL ROADS IN THE STATE OF ILLINOIS

WHEREAS, EFFICIENT TRANSPORTATION IN A NORTH-SOUTH DIRECTION WITHIN THE COUNTY OF DU PAGE IS MINIMAL:

WHEREAS, MUCH OF THE PRESENT NORTH-SOUTH TRAFFIC, GENERALLY, WITHIN THE COUNTY OF DU PAGE, AND SPECIFICALLY NORTH-SOUTH TRAFFIC FROM THE WILL COUNTY AREA TRAVERSES THROUGH THE VILLAGE OF LISLE, VIA EXISTING ROUTE 53, AND THAT THE SAME CAUSES SUBSTANTIAL CONGESTION AND IMPAIRMENT TO THE HEALTH, SAFETY, AND WELFARE OF THE CITIZENS OF THE VILLAGE OF LISLE;

WHEREAS, THE EXTENSION OF FAP-431, BETWEEN ARMY TRAIL ROAD ON THE NORTH AND INTERSTATE 80 ON THE SOUTH WOULD ENURE TO THE SUBSTANTIAL HEALTH, WELFARE, AND BENEFIT OF THE CITIZENS OF LISLE;

WHEREAS, THE SAFE, ECONOMICAL, AND EFFICIENT MOVEMENT OF PEOPLE AND GOODS TO AND THROUGH THIS NORTH-SOUTH CORRIDOR IS OF THE UTMOST IMPORTANCE;

NOW, THEREFORE, BE IT RESOLVED BY THE PRESIDENT AND BOARD OF TRUSTEES OF THE VILLAGE OF LISLE, STATE OF ILLINOIS, AS FOLLOWS:

SECTION 1: THAT THE VILLAGE OF LISLE STRONGLY SUPPORTS S:524 AND ITS HOUSE OF REPRESENTATIVES COUNTERPART WHICH IS THE LEGISLATION PENDING BEFORE THE UNITED STATES CONGRESS CONCERNING FEDERAL PARTICIPATION IN THE CONSTRUCTION OF TOLL ROADS IN THE STATE OF ILLINOIS;

SECTION 2: THAT THE COMBINED FEDERAL AND TOLL ROAD FUNDS BE USED FOR THE CONSTRUCTION OF FAP 431, A MAJOR NORTH-SOUTH ROADWAY WITHIN DU PAGE COUNTY, ILLINOIS;

SECTION 3: THAT THE VALIDITY OR INVALIDITY OF ANY PART OF THIS RESOLUTION SHALL NOT EFFECT THE VALIDITY OR INVALIDITY OF ANY OTHER SECTION OR PART HEREOF.

FURTHER, BE IT RESOLVED THAT THIS RESOLUTION SHALL BE ENTERED UPON THE JOURNALS OF THE BOARD OF TRUSTEES OF THE VILLAGE OF LISLE.

PASSED AND APPROVED THIS 5th DAY OF July, 1983.

George A. Varney
GEORGE VARNEY, VILLAGE PRESIDENT

ATTEST:

Marjorie M. Connelly
MARJORIE M. CONNELLY, VALLAGE CLERK

VOTES:

AYES: TRUSTEES: DOW, KAECHELE, MICHALS, O'KEEFE, YENDER, YUILL

NAYS: NONE

ABSENT: NONE

ABSTAIN: NONE

STATE OF ILLINOIS)
)SS
COUNTY OF DU PAGE)

I, MARJORIE M. CONNELLY, VILLAGE CLERK IN THE VILLAGE OF LISLE, ILLINOIS, DO HEREBY CERTIFY THAT AT THE REGULAR MEETING OF THE PRESIDENT AND BOARD OF TRUSTEES OF THE VILLAGE OF LISLE, HELD ON July 5, 1983, THE ATTACHED RESOLUTION WAS ADOPTED.

I, FURTHER CERTIFY THAT THE ATTACHED RESOLUTION IS IN FULL FORCE AND EFFECT.

DATED THIS 6th DAY OF JULY, 1983.

Marjorie M. Connelly
MARJORIE M. CONNELLY, VILLAGE CLERK

SEAL:

State of Illinois)
) SS
County of Du Page)

I, Marjorie M. Connelly, Village Clerk of the Village of Lisle, Illinois, do hereby certify that at the regular meeting of the President and Board of Trustees of the Village of Lisle, held on July 19, 1983, the attached resolution was adopted.

I, further certify that the attached resolution is in full force and effect.

Dated this 21st day of July 1983.

(SEAL)

Marjorie M. Connelly
MARJORIE M. CONNELLY
VILLAGE CLERK
OF THE VILLAGE OF LISLE, ILLINOIS

RESOLUTION NO. 83-238

A REVISED RESOLUTION SUPPORTING PENDING FEDERAL LEGISLATION CONCERNING FEDERAL PARTICIPATION IN THE CONSTRUCTION OF TOLL ROADS IN THE STATE OF ILLINOIS, AND SUPPORTING THE CONSTRUCTION OF FAP 431

WHEREAS, EFFICIENT TRANSPORTATION IN A NORTH-SOUTH DIRECTION WITHIN THE COUNTY OF DU PAGE IS MINIMAL;

WHEREAS, THE SAFE, ECONOMICAL, AND EFFICIENT MOVEMENT OF PEOPLE AND GOODS TO AND THROUGH THIS NORTH-SOUTH CORRIDOR IS OF THE UTMOST IMPORTANCE;

WHEREAS, THE POPULATION OF THE VILLAGE OF LISLE HAS GROWN BY 156 PERCENT (FROM 5,329 TO 13,625) SINCE 1970 AND IS PROJECTED TO GROW BY 131 PERCENT, TO 31,420 BY THE YEAR 2000;

WHEREAS, THE POPULATION OF DU PAGE COUNTY HAS GROWN BY 35 PERCENT (FROM 487,966 TO 658,858) SINCE 1970 AND IS PROJECTED TO GROW BY 38 PERCENT, TO 912,230 BY THE YEAR 2000;

WHEREAS, MUCH OF THE PRESENT NORTH-SOUTH TRAFFIC, GENERALLY, WITHIN THE WESTERN PORTION OF THE COUNTY OF DU PAGE TRAVERSES THROUGH THE VILLAGE OF LISLE VIA EXISTING ROUTE 53;

WHEREAS, TRAFFIC VOLUMES ON EXISTING ILLINOIS ROUTE 53 AND ON BELMONT AVENUE/FINLEY ROAD (PARALLEL NORTH-SOUTH ROADWAYS) IN THE FAP 431 CORRIDOR THROUGH LISLE AND DOWNERS GROVE ARE ALREADY APPROACHING THE LEVELS OF THE ROADWAY'S CAPACITIES AS FOUR LANE FACILITIES AND HAVE LIMITED OR NO RIGHT-OF-WAY AVAILABLE FOR WIDENING BEYOND FOUR LANE CROSS SECTIONS DUE TO EXISTING ADJACENT DEVELOPMENT;

WHEREAS, FAP 431, THE LAKE-WILL EXPRESSWAY, HAS BEEN A PART OF LOCAL AND COUNTY DEVELOPMENT PLANS FOR TWO DECADES, AND PLANNING WAS DONE AND LAND RESERVED FOR A ROADWAY IN THIS CORRIDOR PRIOR TO THE TIME THAT MOST OF THE EXISTING HOMES AND BUSINESSES WERE BUILT IN THE IMMEDIATE VICINITY OF THIS RESERVED LAND;

WHEREAS, THE ILLINOIS DEPARTMENT OF TRANSPORTATION HAS PROJECTED THE NEED FOR BOTH THE FAP 431 EXPRESSWAY TO INTERSTATE 55 AND THE WIDENING OF EXISTING ILLINOIS ROUTE 53 FROM BUTTERFIELD ROAD (ILLINOIS ROUTE 56) SOUTH TO ROYCE ROAD BY THE YEAR 2000;

WHEREAS, THE WIDENING OF ROUTE 53 WITHOUT THE CONSTRUCTION OF FAP 431 WOULD PLACE A LARGE TRAFFIC BURDEN ON THE VILLAGE OF LISLE, IN A ROADWAY CORRIDOR WHICH WAS NOT PLANNED FOR TODAY'S HIGH TRAFFIC VOLUMES, AND WHICH CONTAINS EXISTING SINGLE FAMILY HOMES AND BUSINESSES WHICH WOULD BE WITHIN 30 FEET OF THE WIDENED, HIGH VOLUME ROADWAY;

WHEREAS, THE WIDENING OF ROUTE 53 WITHOUT THE CONSTRUCTION OF FAP 431 WOULD ACT AS A MAJOR BARRIER WITHIN THE VILLAGE OF LISLE, SPLITTING THE LISLE COMMUNITY INTO TWO PARTS, PLACING THE HIGH SCHOOL AND COMMUNITY PARK ON OPPOSITE SIDES OF THIS MAJOR, HIGH VOLUME ROADWAY FROM A MAJOR POPULATION CENTER, CAUSING SUBSTANTIAL IMPAIRMENT TO THE HEALTH, SAFETY, AND WELFARE OF THE CITIZENS OF THE VILLAGE OF LISLE;

WHEREAS, THE WIDENING OF ROUTE 53 WITHOUT THE CONSTRUCTION OF FAP 431 WOULD ADVERSELY IMPACT THE MORTON ARBORETUM IN THAT SINCE TRAFFIC STUDIES SHOW THAT A WIDENED ROUTE 53 ALONE WOULD NOT BE CAPABLE OF HANDLING THE PROJECTED PEAK TRAFFIC LOADS, THE CONGESTION OF VEHICLES THROUGH THIS SECTION OF ROUTE 53 WHICH TRAVERSES THE MORTON ARBORETUM WOULD CREATE AIR AND WATER POLLUTION DAMAGING TO THE MORTON ARBORETUM, AND WOULD CAUSE GREATER DAMAGE THAN WOULD BE GENERATED BY THE FAST MOVING TRAFFIC ON A PROPERLY DESIGNED AND CONSTRUCTED FAP 431;

WHEREAS, THE EXTENSION OF FAP 431 BETWEEN ARMY TRAIL ROAD ON THE NORTH AND INTERSTATE 55 ON THE SOUTH WOULD ENURE TO THE SUBSTANTIAL HEALTH, WELFARE, AND BENEFIT OF THE CITIZENS OF LISLE AND OF DU PAGE COUNTY; AND

WHEREAS, THE ILLINOIS DEPARTMENT OF TRANSPORTATION HAS INDICATED BY THEIR PROGRAM THAT FINANCIALLY THEY CAN ONLY CONSTRUCT FAP 431 TO BUTTERFIELD ROAD AND WIDEN EXISTING ILLINOIS ROUTE 53 TO FOUR LANES WHERE IT IS NOT ALREADY WIDENED BETWEEN BUTTERFIELD ROAD AND ROYCE ROAD BASED ON CURRENT FUNDING PROGRAMS, AND FURTHER THAT IT APPEARS THAT FAP 431 CANNOT BE EXTENDED SOUTH OF BUTTERFIELD ROAD TO INTERSTATE 55 UNLESS IT IS DONE AS A TOLL ROAD;

NOW, THEREFORE, BE IT RESOLVED BY THE PRESIDENT AND BOARD OF TRUSTEES OF THE VILLAGE OF LISLE, STATE OF ILLINOIS, AS FOLLOWS:

SECTION 1: THAT THE VILLAGE OF LISLE STRONGLY SUPPORTS S.524 AND ITS HOUSE OF REPRESENTATIVES COUNTERPART WHICH IS THE LEGISLATION PENDING BEFORE THE UNITED STATES CONGRESS CONCERNING FEDERAL PARTICIPATION IN THE CONSTRUCTION OF TOLL ROADS IN THE STATE OF ILLINOIS;

SECTION 2: THAT THE COMBINED FEDERAL AND TOLL ROAD FUNDS BE USED FOR THE CONSTRUCTION OF FAP 431, A MAJOR NORTH-SOUTH ROADWAY WITHIN DU PAGE COUNTY, ILLINOIS;

SECTION 3: THAT A HIGH PRIORITY BE PLACED UPON THE DESIGN AND CONSTRUCTION OF FAP 431 BY THE ILLINOIS DEPARTMENT OF TRANSPORTATION, WITH FUNDING FOR FAP 431 TAKING PRIORITY OVER FUNDING FOR THE WIDENING OF ROUTE 53;

SECTION 4: THAT THE DESIGN AND CONSTRUCTION OF FAP 431 PROCEED WITH NO FURTHER DELAY;

SECTION 5: THAT THE VALIDITY OR INVALIDITY OF ANY PART OF THIS RESOLUTION SHALL NOT AFFECT THE VALIDITY OR INVALIDITY OF ANY OTHER SECTION OR PART HEREOF.

FURTHER, BE IT RESOLVED THAT THIS RESOLUTION SHALL BE ENTERED UPON THE JOURNALS OF THE BOARD OF TRUSTEES OF THE VILLAGE OF LISLE, AND THAT IT BE ENTERED INTO THE RECORDS OF THE SENATE HEARINGS CONCERNING S.524, AND THAT IT BE FORWARDED TO SECRETARY JOHN KRAMER OF THE ILLINOIS DEPARTMENT OF TRANSPORTATION.

PASSED AND APPROVED THIS 19th DAY OF July, 1983.

George A. Varney

GEORGE VARNEY, VILLAGE PRESIDENT

ATTEST:

Marjorie M. Connelly

MARJORIE M. CONNELLY, VILLAGE CLERK

VOTES:

AYES: Trustees: Dow, Kaechele, Michals, Yender, Yuill

NAYS: None

ABSENT: Trustee O'Keefe

ABSTAIN: None

July 6, 1983

To the Senate Environment and Public Works Committee:

My name is Rinda Allison, and I live at 537 Hillside Ave., in Glen Ellyn. I strongly support the construction of a N-S limited access highway on the FAP 431 right-of-way. While , as a driver, I would prefer that this road be built, as a freeway, my main concern is that it be built. If augmenting Federal freeway funds with tollway funds makes construction possible, then I urge approval of such a combination.

When the suburban areas were first developed, they grew largely along fingers emanating from the city of Chicago. in DuPage county, this meant development along railroad lines. Major highways were also primarily links to Chicago. Study of a map of the county will show direct E-W roads about every 2 or 3 miles, and almost no direct, continuous N-S routes in the central and western parts of the county.

In the last 10 years residential and commercial development in the county has increased greatly. While city and suburbs are indeed mutually dependant, this county is not an appendage of Chicago or the O'Hare Airport area, and a transportation system which appears to concentrate on these areas is inadequate. Itra-county transportation is of vital importance, and a continuous N-S link in the center of the county is sorely needed.

This highway has been planned for many years. The northern portion has been constructed and is extensively used. The congestion existing at the Army Trail exit testifies to the need to extend this road farther south, and not simply to another arterial street, but all the way to I 55. This will of course end the congestion at Army Trail Road. It will also greatly lessen congestion on local N-S roads which were designed to carry local traffic, and not long-haul, through traffic,in many communities south of Army Trail. Because congestion is lessened, air pollution will be reduced, as will travel time and gasoline use.

Although I'd rather this road be built as a freeway, because freeways are more convenient, there is one great advantage to construction as a tollroad. Preliminary reports on the tollway feasibility study show FAP 431 merging with the E-W Tollway in the Morton Arboretum area, minimizing effects on the arboretum, and eliminating the need for additional right of way there. This is extremely important, and a decided plus for construction of this road as a tollroad.

Combination of federal highway funds and tollway funds is not a form of double taxation, It is a prudent use of the limited dollars available from each source to get a necesssry job don. I urge your approval of combining these funds to construct this much needed highway in DuPage County.

Thank you for your attention.

August 1,1983

TO: Senator Steve Symms, Chairman
Senate Environment and Public Works Committee
410 Dirksen Senate Office Building
Washington, D.C. 20510

SUBJECT: Proposed extension of Route 290 expressway and or Route 53 in Dupage County Ill, from Woodfield, Ill to Route 55.

I travel the proposed route for the expressway on a daily basis and can attest to the extremely high vehicle usage. Traffic flows during work hours are so high that it is not uncommon to experience traffic stopage one half mile back from a traffic light. This state highway was designed for traffic loads common in the 1940's. It is 25 miles from woodfield Ill, to Naperville Ill, and many times we are forced off of Route 53 and into the residential neighborhoods to find a route home. If I were a homeowner in these neighorhoods I would fear for the safety of my children.

I strongly urge you to support FAP431. Bill S524 is only a temporary solution to the extremely heavy traffic on Route 53. Please read the comments mailed to you by the Mayor of Lisle, Ill and the support this mayor is giving Bill FAP431. I feel that this analysis presented by the mayor is very accurate and shows a great amount of foresight to the highway needs now, and in the future. The Mayors of Glen Ellyn, Naperville, Lombard, Downers Grove, Bolingbrook, and Itasca support this major north/south route through Dupage County.

I have traveled this route many times and can attest to the this partictular highway problem described above it is severe. We need to solve this problem correctly with the proper solution, an expressway to handle the north/south traffic in Dupage county.

I was totally unaware that any discussion on the feasibility of a major expressway was underway until Aug 1,1983. We feel this bill will have a major impact on our lives and we were not even aware that discussion, or that area hearings were being held. We encourage you to extend the hearing process and to better publicize the discussion.

Please enter our concern in the offical record.

Sincerely

cc Senator Charles Percy
Senator Alan Dixon

August 1,1983

TO: Senator Steve Symms, Chairman
Senate Environment and Public Works Committee
410 Dirksen Senate Office Building
Washington, D.C. 20510

SUBJECT: Proposed extension of Route 290 expressway and or Route 53 in Dupage County Ill, from Woodfield, Ill to Route 55.

I travel the proposed route for the expressway on a daily basis and can attest to the extremely high vehicle usage. Traffic flows during work hours are so high that it is not uncommon to experience traffic stopage one half mile back from a traffic light. This state highway was designed for traffic loads common in the 1940's. It is 25 miles from woodfield Ill, to Naperville Ill, and many times we are forced off of Route 53 and into the residential neighborhoods to find a route home. If I were a homeowner in these neighorhoods I would fear for the safety of my children.

I strongly urge you to support FAP431. Bill S524 is only a temporary solution to the extremely heavy traffic on Route 53. Please read the comments mailed to you by the Mayor of Lisle, Ill and the support this mayor is giving Bill FAP431. I feel that this analysis presented by the mayor is very accurate and shows a great amount of foresight to the highway needs now, and in the future. The Mayors of Glen Ellyn, Naperville, Lombard, Downers Grove, Bolingbrook, and Itasca support this major north/south route through Dupage County.

I have traveled this route many times and can attest to the this partictular highway problem described above it is severe. We need to solve this problem correctly with the proper solution, an expressway to handle the north/south traffic in Dupage county.

I was totally unaware that any discussion on the feasibility of a major expressway was underway until Aug 1,1983. We feel this bill will have a major impact on our lives and we were not even aware that discussion, or that area hearings were being held. We encourage you to extend the hearing process and to better publicize the discussion.

Please enter our concern in the offical record.

Sincerely

R. L. Connor

cc Senator Charles Percy
Senator Alan Dixon

CONSULTING ENGINEERS COUNCIL OF ILLINOIS
220 EAST COOK □ P.O. BOX 1604 □ SPRINGFIELD, ILLINOIS 62705 □ PHONE: 217-528-7814

STATEMENT

TO: U.S. Senate Committee
on Environment and Public Works
Transportation Subcommittee
The Honorable Steven D. Symms,
United States Senator - Presiding

FROM: Consulting Engineers Council of Illinois
Transportation Committee
Donald E. Thompson, P.E. - Chairman
Presented by Michael J. Hartigan, P.E. -
Member of the Committee and CECI's President-Elect

SUBJECT: Field Hearing
Senate Bill S-524
Legislation permitting imposition of
tolls on Federal-Aid Highways

At the outset, let us dispel one myth - there are no "freeways" in a monetary sense. The word freeway was originally coined some 40 years ago by highway engineers to describe a facility that operated without impediment to the free flow of vehicular traffic. It represented the ultimate in safe, economical and efficient highway design. "Freeway" had, and still has, nothing to do with the financing method of highways. Just as a "free press" doesn't mean we may obtain a copy of this morning's newspaper without charge, so too there is payment involved in using "freeways." The only difference in paying to use freeways is whether the payment is direct, i.e. tolls, or indirect, i.e. taxes.

As we understand Senate Bill S-254, it would permit a combination of the two methods, toll and tax, to finance FAP Routes 431 and 426. Without this combination of financing methods neither route could be completed for many years, if at all. In other words, the toll method will augment and supplement conventional tax financing to permit the near-term extension of FAP 431 to I-80 and the construction of FAP 426. Both of these routes fill much needed voids in the region's freeway system. Without them we will continue to see already overly congested arterial highways become rush hour "parking lots."

Statement to U.S. Senate Committee
on Environment and Public Works
Transportation Subcommittee
Senate Bill S-524
Page Two

Other statements at this hearing will detail traffic and environmental impacts of these facilities. With regard to the latter, we urge your careful attention to the social and economic impacts caused by the construction of FAP 431 and FAP 426. To a great extent there is ample evidence of these impacts in DuPage County when one looks at Interstate 290 and the East-West and Tri-State Tollroads. The tremendously positive effect these existing facilities have had in attracting high quality industrial, commercial and residential development is self-evident. This development, and the construction of these highways, has occurred without damage to several adjacent forest preserves and recreational areas. In fact, in the case of the forest preserves, thousands of new users have been given the opportunity to enjoy the benefit of safer and more convenient access. In other words, the overall effect of existing freeways in the suburban area has been to improve the quality of life for almost every segment of society.

The Consulting Engineers Council of Illinois takes great pride in the role it has played in the engineering design of the existing freeway system, and literally thousands of other miles of highways in our State. For almost 25 years, FAP 431 and FAP 426 have been designed and redesigned. It is long past the time when these plans became realities. The favorable action of the Senate in enacting Senate Bill S-524 can assure the construction of these high priority routes. This same action can serve as a precedent in combining toll and tax financing to accomplish orderly and timely transportation improvements. This combination closely approaches a true "user pay" concept, especially for a premium highway facility. The Consulting Engineers Council urges favorable consideration of Senate Bill S-524.

Michael J. Hartigan

Michael J. Hartigan,
President-Elect
Consulting Engineers Council
of Illinois

MJH/pl

Scott Ferguson
3408 Summerhill Drive
Woodridge, IL 60517

Senator Steve Symms
410 Dirksen Senate Office Building
Washington, D. C. 20510

Dear Senator Symms,

Please include my comments as part of the official record of the hearing on S. 524:

Please support the "mingling" of federal funds with tollway funds to construct FAP 431 as originally planned. Route 53, even if widened, will not support the current, much less the future traffic load. The carnage that is occuring, and will continue to occur if 53 is retained as the primary North-South artery through tiny little suburbs, is unacceptable. We need FAP 431, now! Thank you.

Sincerely,

R. Scott Ferguson

cc: Senator C. H. Percy
Senator A. Dixon

AUG 1 1983

Dear Senator Symms July 30, 1983

I am a resident of Naperville Illinois and am well aware of the need for more efficient north-south traffic movement in this part of Dupage county. Therefore, I am *in favor* of rapid construction of FAP 431.

I would like my comments to be part of the official record of the hearing on bill S 524.

Although I sympathize with concerns expressed by Morton Arboretum officials I believe the public good is best served by rapid construction of this much needed highway.

Robert E Greene
2006 Coach Drive
Naperville, Il 60565

August 1,1983

TO: Senator Steve Symms, Chairman
Senate Environment and Public Works Committee
410 Dirksen Senate Office Building
Washington, D.C. 20510

SUBJECT: Proposed extension of Route 290 expressway and or Route 53 in Dupage County Ill, from Woodfield, Ill to Route 55.

I travel the proposed route for the expressway on a daily basis and can attest to the extremely high vehicle usage. Traffic flows during work hours are so high that it is not uncommon to experience traffic stopage one half mile back from a traffic light. This state highway was designed for traffic loads common in the 1940's. It is 25 miles from woodfield Ill, to Naperville Ill, and many times we are forced off of Route 53 and into the residential neighborhoods to find a route home. If I were a homeowner in these neighorhoods I would fear for the safety of my children.

I strongly urge you to support FAP431. Bill S524 is only a temporary solution to the extremely heavy traffic on Route 53. Please read the comments mailed to you by the Mayor of Lisle, Ill and the support this mayor is giving Bill FAP431. I feel that this analysis presented by the mayor is very accurate and shows a great amount of foresight to the highway needs now, and in the future. The Mayors of Glen Ellyn, Naperville, Lombard, Downers Grove, Bolingbrook, and Itasca support this major north/south route through Dupage County.

I have traveled this route many times and can attest to the this partictular highway problem described above it is severe. We need to solve this problem correctly with the proper solution, an expressway to handle the north/south traffic in Dupage county.

I was totally unaware that any discussion on the feasibility of a major expressway was underway until Aug 1,1982. We feel this bill will have a major impact on our lives and we were not even aware that discussion, or that area hearings were being held. We encourage you to extend the hearing process and to better publicize the discussion.

Please enter our concern in the offical record.

Sincerely

Arthur G. Hofmann

Arthur G. Hofmann - 53 Spring - Glen Ellyn, IL 60137

cc Senator Charles Percy
Senator Alan Dixon

Chicago Chapter
Illinois Society Of Professional Engineers

203 N. Wabash Avenue • Room 502 • Chicago, Illinois 60601 • (312) 332-0107

Address Reply To:

RESOLUTION
OF
ILLINOIS SOCIETY OF PROFESSIONAL ENGINEERS - CHICAGO CHAPTER
PRESENTED TO
U.S. SENATE HEARING ON FEDERAL INVOLVEMENT IN TOLLWAY FINANCING

Whereas the Illinois Society of Professional Engineers - Chicago Chapter is a not-for-profit association incorporated under the laws of the State of Illinois whose 740 members are vitally interested in promoting the advancement of the public welfare through high standards of engineering services to plan, design, finance, construct, operate and maintain public facilities and systems; and

Whereas current and future economic conditions mandate development of new levels of inter-government cooperation together with adoption of the "user fee" concept for funding major public projects; and

Whereas the DuPage Mayors and Managers Conference supports the construction of FAP 431 (Illinois Route 53) from Army Trail Road to the Stevenson Expressway through joint Federal, State and local agency cooperation together with "user fees"; and

Whereas existing law permits the use of Federal highway funds to build toll bridges and toll tunnels, but not toll highways, and

Whereas Senators Charles Percy and Alan Dixon have jointly submitted to the Congress of the United States A Bill to Permit Federal Participation in the Construction of Certain New Toll Roads (S.524); therefore, be it

Resolved, That the Illinois Society of Professional Engineers - Chicago Chapter does urge the United States Congress to eliminate legal and regulatory barriers currently preventing use of Federal funds on new toll road construction in the State of Illinois.

Illinois Society of Professional Engineers
Chicago Chapter

July 5, 1983

Irving Benjamin - President

ILLINOIS SECTION
Institute of Transportation Engineers

RESOLUTION
OF
INSTITUTE OF TRANSPORTATION ENGINEERS - ILLINOIS SECTION
PRESENTED TO
U.S. SENATE HEARING ON FEDERAL INVOLVEMENT IN TOLLWAY FINANCING

Whereas the Illinois Section - Institute of Transportation Engineers is a not-for-profit association incorporated under the laws of the State of Illinois whose 230 members are professionals employed with public and private agencies in the business of planning, designing, constructing, operating, maintaining and managing public transportation facilities; and

Whereas national economic conditions and priorities are leading to increased reliance on the "user fee" concept for financing many types of public improvements; and

Whereas Federal law permits the use of highway funds to build toll bridges and toll tunnels, but not toll highways; and

Whereas Senators Charles Percy and Alan Dixon have prepared and submitted to the United States Congress A Bill to Permit Federal Participation in the Construction of Certain New Toll Roads (S.524); now, therefore, be it

Resolved, That the Institute of Transportation Engineers - Illinois Section does encourage the United States Congress to eliminate the legal barriers preventing Federal participation in the construction of new toll roads in Illinois.

Institute of Transportation Engineers - Illinois Section

July 5, 1983

David Miller - President

August 1, 1983

Senator Steve Symms
Chairman
Senate Environment & Public Works Committee
410 Dirksen Senate Office Building
Washington, D.C. 20510

Subject: Proposed extension of route 290 expressway and or Route 53 in Dupage County Ill., from Woodfield, Ill. to Route 55.

I travel the proposed route for the expressway on a daily basis and can attest to the extremely high vehicle usage. Traffic flows during work hours are so high that it is not uncommon to experience traffic stoppage one-half mile back from a traffic light. This state highway was designed for traffic loads common in the 1940's. It is 25 miles from Woodfield, Ill., to Naperville, Ill. and many times we are forced off Route 53 and into the residential neighborhoods to find a route home. If I were a homeowner in these neighborhoods, I would fear for the safety of my children.

I strongly urge you to support FAP431. Bill S524 is only a temporary solution to the extremely heavy traffic on Route 53. Please read the comments mailed to you by the Mayor of Lisle, Ill. and the support this Mayor is giving Bill FAP431. I feel that this analysis presented by the mayor is very accurate and shows a great amount of foresight to the highway needs now and in the future. The Mayors of Glen Ellyn, Naperville, Lombard, Downers Grove, Bolingbrook and Itasca support this major north/south route through Dupage County. This highway problem is severe. We need to solve this problem correctly with the proper solution, an expressway to handle the north/south traffic in Dupage county.

I was totally unaware that any discussion on the feasibility of a major expressway was underway until August 1, 1983. We feel this Bill will have a major impact on our lives and we were not even aware that discussion, or area hearings were being held. We encourage you to extend the hearing process and to better publicize the discussion.

Please enter our concern in the official record.

Sincerely,

Kampschroeder
6 S. 244 Concord Rd.
Naperville, IL 60540

cc: Senator Charles Percy
Senator Alan Dixon

V B KINCAID
112 YORK CT
NAPERVILLE IL 60540

August 1,1983

AUG 5

TO: Senator Steve Symms, Chairman
Senate Environment and Public Works Committee
410 Dirksen Senate Office Building
Washington, D.C. 20510

SUBJECT: Proposed extension of Route 290 expressway and or Route 53 in Dupage County Ill, from Woodfield, Ill to Route 55.

I travel the proposed route for the expressway on a daily basis and can attest to the extremely high vehicle usage. Traffic flows during work hours are so high that it is not uncommon to experience traffic stopage one half mile back from a traffic light. This state highway was designed for traffic loads common in the 1940's. It is 25 miles from woodfield Ill, to Naperville Ill, and many times we are forced off of Route 53 and into the residential neighborhoods to find a route home. If I were a homeowner in these neighorhoods I would fear for the safety of my children.

I strongly urge you to support FAP431. Bill S524 is only a temporary solution to the extremely heavy traffic on Route 53. Please read the comments mailed to you by the Mayor of Lisle, Ill and the support this mayor is giving Bill FAP431. I feel that this analysis presented by the mayor is very accurate and shows a great amount of foresight to the highway needs now, and in the future. The Mayors of Glen Ellyn, Naperville, Lombard, Downers Grove, Bolingbrook, and Itasca support this major north/south route through Dupage County.

I have traveled this route many times and can attest to the this partictular highway problem described above it is severe. We need to solve this problem correctly with the proper solution, an expressway to handle the north/south traffic in Dupage county.

I was totally unaware that any discussion on the feasibility of a major expressway was underway until Aug 1,1983. We feel this bill will have a major impact on our lives and we were not even aware that discussion, or that area hearings were being held. We encourage you to extend the hearing process and to better publicize the discussion.

Please enter our concern in the offical record.

Sincerely

Virgil B Kincaid

cc Senator Charles Percy
Senator Alan Dixon

6S. 371 New Castle Rd.
Naperville, Illinois 60540
August 3, 1983

The Honorable Steve Symms
Chairman, Senate Environment and
Public Works Committee
United States Senate
410 Dirksen Senate Office Bldg.
Washington, D.C. 20510

Dear Senator Symms:

I am writing to record my support for the construction of FAP 431. I concur with other residents (including Lisle Mayor George Varney) that this construction is the most sensible option to meet the growing transportation needs of the people of western DuPage County for both the immediate and long-term future. I also request that these comments be made an official part of the record of the hearing on S 524.

As a resident of Naperville, I am mystified by the apparent objection to the construction of FAP 431. Even a cursory review of the DuPage County map indicates that the region is without a north-south arterial roadway adequate to meet the growing demand which has accompanied the area's economic development. Moreover, projections of future economic growth indicate that western DuPage County will continue to develop (both north and south) for the next 20 years. This fact, coupled with the boom now being experienced in western Cook County, means that both the daytime and nighttime populations of these areas will increase and will exacerbate the need for safe and efficient north-south roadways.

It is my understanding that one of the principal objections to the development of FAP 431, is the concern for the degradation of the Morton Arboretum. I, too, am concerned about losing this valuable resource, however, in a world of scarcity, choices must be made and rational choices are best made when the costs and benefits of the alternatives are carefully calculated and presented. Although I have seen much rhetoric expressed about the effects of the proposed roadway on the Arboretum property, I have not seen any estimates of the social costs that would be imposed by the marginal destruction of the Arboretum property or environment. Not only has this information not been supplied, I have not seen any comparison of this with the value of the time savings and increased safety for commuters and others that would use the new route. My suspicion, however, is that on rational cost-benefit grounds, the decision against building FAP 431 cannot be supported. In view of this, I urge your committee's approval of the construction of the FAP 431 at the earliest possible date.

Sincerely yours,

Rodger S. Lawson

Rodger S. Lawson, Ph.D.

RSL:dac

cc: Senator Charles H. Percy
Senator Alan J. Dixon

4832 Saratoga
Downers Grove, Illinois
August 4, 1983

Dear Honorable Steve Symms,

Please enter into the official record of the hearing on S. 524 that proposed Highway FAP 431 has been anxiously awaited in our area for twenty years. We local residents need this road. The route was accepted when ~~it was first~~ the land was vacant. Please follow through with these plans.

Sincerely,
Joan Lynn Fleming McGuire
Joan McGuire

800 Riedy Road
Lisle, Illinois 60532
July 29, 1983

The Honorable
Senator Steve Symms, Chairman
Senate Environment and Public Works Committee
410 Dirksen Senate Office Building
Washington, DC 20510

Attention: Nadine Hamilton

Dear Senator Symms:

Please include the following comments in favor of S.524 in the official record of the hearings on this legislation.

I believe the extension of Route 53 south of Army Trail Road to Interstate 55 should be built as soon as possible. Even though this extension when completed could result in a toll charge of upwards of $1.50, it would be a comparitively small sum when weighed against the frustration of traveling in the congested traffic that exists over the current route during "rush hour" conditions.

The East-West Tollway corridor, of which the Village of Lisle is part, is one of the fastest growing areas in the nation. Some call it the "Silicon Valley" of the Midwest. In order to accommodate this growth, commuters from the north and south of this region will need a fast, reliable highway. Businesses considering building in this area must be assured of smooth, efficient traffic flows for their employees, suppliers, and salespeople.

If the construction of FAP 431 is curtailed, many enterprises that might have located in Lisle may look to other areas of the State or county where more promising traffic patterns exist. This would have a substantial negative effect on unemployment as well as the local tax base. In addition, it would force Lisle and other localities to widen the existing Route 53 at great inconvenience to people having homes and businesses along this road. In Lisle, children would be forced to cross four or more lanes of traffic to reach schools, the park and the pool.

It is my hope that you will recommend the construction of FAP 431.

Sincerely,

James E. Marseille

James E. Marseille

cc: Hon. Charles H. Percy
Hon. Alan Dixon

MHPC
Metropolitan Housing and Planning Council

John M. McDonough
President
Louis C. Baldacci, Jr.
Vice-President
George A. Ranney, Jr.
Vice-President
Joann S. Rasmussen
Vice-President
Laurence O. Booth
Secretary
Keene H. Addington
Treasurer
James E. Mann
General Counsel

BOARD OF GOVERNORS
Warren H. Bacon
John W. Baird
Rex J. Bates
Arthur W. Berry
Robert G. Biesel
A. Andrew Boemi
Fred P. Bosselman
C. William Brubaker
Jay K. Buck
Pastora San Juan Cafferty
Mrs. Calvin Fentress, Jr.
Mrs. Harold M. Florsheim
Nicole Williams Foster
James E. Gleason
Donald J. Gralen
Robert L. Grottke
Donald Haider
Robert A. Hutchins
Harold S. Jensen
Mary Barb Johnson
Edward H. King
Thomas J. Klutznick
Douglas Kramer
M. Leanne Lachman
Rev. William J. Lion
Fidel Lopez
James J. McClure, Jr.
Lewis Manilow
Robert Mears
Maurice W. Miller Jr.
L. William Murrell
Charles J. Orlebeke
James T. Otis
Walter W. Reed
Edwin A. Rothschild
J. Patrick Sanders
Calvin Sawyier
Donna P. Schiller
Michael Schneiderman
Carl Schulz, Jr.
David C. Sharpe
Clarke C. Stayman
Robert G. Streit
Hugh R. Tassey
Robert B. Teska
James O. Webb
Harry Weese
Daniel W. Weil
Robert E. Wood, II

Honorary Members
George H. Dovenmuehle
Mrs. Frederick H. Rubel
Bernard Weissbourd

The use of Federal Highway Funds for tollroad construction.
Testimony before the U.S. Senate Subcommittee on Transportation,
July 6, 1983, Wheaton, Illinois
Metropolitan Housing and Planning Council

The Metropolitan Housing and Planning Council is a civic group long concerned with comprehensive responsible planning in the Chicago metropolitan area. The Council has done extensive work on infrastructure condition and needs, and on the structure of economic development efforts, in the 6-county region.

Our recent MAP 2000 report on infrastructure details the need for more highway funding for the region. For instance, the 6-county area must increase its annual expenditures on federal-aid road resurfacing and rehabilitation by about $150 million, to address the increased deterioration expected in the rest of the 1980s. The same report recommends increased use of tolls for road funding. MHPC agrees that mixing federal highway funds with toll financing is a viable option for making sure that important highway projects can go forward. However, the use of federal funds in this manner raise a variety of equity issues that we will discuss in the context of the proposed widening of Illinois-53.

As the fastest growing county in the state of Illinois and one of the most aggressively developing areas in the nation, DuPage County has been established and recognized as one of the principal centers for industrial expansion, particularly in advanced technologies, employment growth, and in general the economic development of the Chicago metropolitan region. Indeed, DuPage County is a regional economic asset and a benefit for the

Elizabeth L. Hollander, Executive Director • Victoria Granacki, Planning Director
Monadnock Block • 53 W. Jackson Boulevard • Chicago, Illinois 60604 • Telephone 922-5616
Citizen leadership in comprehensive planning, housing and transportation development

entire area. DuPage has provided a home for industries that might otherwise choose a location outside the region. It is prudent, in meeting the public needs that this growth has incurred, for planning officials and public leaders to invest capital resources in infrastructure projects that support and enhance the economic development of this county and hence, the metropolitan region. Specifically, it is eminently clear that the proposed widening and extension of Ill-53 (FAP 431) from Army Trail Road to I-55 is a highway construction project planned to meet the increased transportation needs of DuPage County, and appears likely to help to sustain the economic development of both the County and the wider Chicago area.

However, while the growth and diversity of the DuPage economy is admired and county public officials are applauded in their success, it is imperative that several issues not be overlooked in considering this or any other capital investment. With such success comes a share of the economic and social responsibilities for the wider region of which the county is a part. A major highway linking the residential and commercial locations throughout the north--south Il-53 corridor may be a growth-sustaining artery, but it very possibly will have a direct impact on surrounding areas as well.

It has been speculated, for instance, that this highway may spur development in Will County and extreme southern DuPage County in Woodridge. As a result, this could cause adverse impacts on the Northeastern Illinois Planning Commission-designated open space areas just south and west of Argonne. In Homer Township in Will County, it might produce a development boom which would be counter to NIPC land use plans. Development controls, such as those designating open space areas, help preserve the very quality of life that is one of the main factors that attract people and jobs.

In addition, there have been strong reservations expressed by leaders in South and West Cook County over the possibility that expanding I1-53 would further drain development from their constituent areas. Unlike the other counties in the region, DuPage experiences about half of its job growth from in-migration of firms, much coming from Cook County. In that South and West Cook, more than other parts of the county, are likely to be competing directly with DuPage for economic growth opportunities, clearly some account must be made of the possible distributional impacts from this roadway construction project.

Because the expansion of I1-53 has been proposed as a toll facility constructed with Federal and State capital funds, all public officials have responsibility to monitor the development impact, both within the immediate area and outside the county, that this roadway may bring about. DuPage County, as a development leader in the regional economy, should address itself to the needs of the regional constituency. As an example, while DuPage will prosper further from a federally supported highway construction project, the benefits should be extended to the labor force outside the county by providing job training and employment opportunities. An increase in economic development in DuPage should carry with it a responsibility to make every effort to encourage the building of low and moderate income housing to increase access to jobs.

At this time, the region lacks mechanisms to address such questions as the redistribution of taxes that may be generated as further development occurs along a new major roadway. Nor have there been effective efforts at implementing region-wide employment training services designed to coordinate labor needs with such development. Although there are over 200 local economic development groups, there is no single regional agency addressing short or long term economic development strategies for the metropolitan area. Amidst the growing interest within both the public and private sectors in a regional economic strategy, it is incumbent upon the state and federal agencies, as the funders of this capital investment project, to focus concern on the regional impacts and potential regional benefits of this roadway construction.

Specifically, state and federal officials should strongly commit themselves to maintaining NIPC Land Use Plans to ensure that regional development is attained in coordinated fashion. Officials must continue to pursue vigorously the requirements of low and moderate income housing provisions mandated in Community Development appropriations. In addition, the State must be encouraged to initiate a program to monitor and capture increased tax revenues resulting from I-53 improvement. This concept is similar in form to Tax Increment Financing, as now used in Illinois, with the "tax increment" made available to a region-wide pool for projects to enhance economic development in other areas of the region. These projects could include construction or maintenance of other roads, open space preservation, job training, or loan pools for small and new businesses. Precedents for this concept are found in such places as New Jersey, which through its Meadowlands Reclamation program, uses a form of tax base sharing to compensate communities for land barred from development for environmental preservation. Some such use of the tax increments could be a condition of federal or state funding. There are many possible models for such a tax increment program. MHPC will gladly provide the State any assistance it can to develop such a program.

In summary, MHPC supports the concept of using federal funds to leverage tollroad construction. MHPC's work on infrastructure has identified the need for more funding for roads in the region, and concluded that user fees must in the future be a larger component of road funding here. Specifically, I-53 is a good candidate for a pioneering effort in creative funding, because this road project would meed a serious transportation need of a vital economic growth center of the region. Also, federal or state assistance would help to keep the toll to a level which would not deter low and moderate income residents of the region from seeking jobs in this growth center. But the use of federal or state funds for this type of project raise issues of equity which must be addressed at the federal and state levels.

AUG 4 1983

August 2, 1983

Senator Steve Symms, Chairman
Senate Environment and Public
Works Committee
410 Dirksen Senate Office Building
Washington, DC 20510

Attn: Nadine Hamilton

We wish to express our vehement support for construction of FAP 431.

Planning and land resevation has existed for twenty years. Further procrastination cannot be permitted.

A further delay will increase final construction costs, create an even more chaotic and dangerous traffic problem then currently exists, and would actually reduce the present and future enviromental impact upon the proposed corridor.

We sincerely feel our government has an obligation to posess the foresight and employ a common sense solution to correct this even growing intorable situation.

We respectively request that our opinion regarding FAP 431 be a part of the official record regarding the hearing of S. 524.

Sincerely,

Kenneth H. Meyer

Kenneth H. Meyer

Barbara O Meyer

5346 CANDLEWO[illegible] CT.
LISLE, IL 60532

August 1,1983

TO: Senator Steve Symms, Chairman
Senate Environment and Public Works Committee
410 Dirksen Senate Office Building
Washington, D.C. 20510

SUBJECT: Proposed extension of Route 290 expressway and or Route 53 in Dupage County Ill, from Woodfield, Ill to Route 55.

I travel the proposed route for the expressway on a daily basis and can attest to the extremely high vehicle usage. Traffic flows during work hours are so high that it is not uncommon to experience traffic stopage one half mile back from a traffic light. This state highway was designed for traffic loads common in the 1940's. It is 25 miles from woodfield Ill, to Naperville Ill, and many times we are forced off of Route 53 and into the residential neighborhoods to find a route home. If I were a homeowner in these neighorhoods I would fear for the safety of my children.

I strongly urge you to support FAP431. Bill S524 is only a temporary solution to the extremely heavy traffic on Route 53. Please read the comments mailed to you by the Mayor of Lisle, Ill and the support this mayor is giving Bill FAP431. I feel that this analysis presented by the mayor is very accurate and shows a great amount of foresight to the highway needs now, and in the future. The Mayors of Glen Ellyn, Naperville, Lombard, Downers Grove, Bolingbrook, and Itasca support this major north/south route through Dupage County.

I have traveled this route many times and can attest to the this partictular highway problem described above it is severe. We need to solve this problem correctly with the proper solution, an expressway to handle the north/south traffic in Dupage county.

I was totally unaware that any discussion on the feasibility of a major expressway was underway until Aug 1,1983. We feel this bill will have a major impact on our lives and we were not even aware that discussion, or that area hearings were being held. We encourage you to extend the hearing process and to better publicize the discussion.

Please enter our concern in the offical record.

Sincerely

cc Senator Charles Percy
Senator Alan Dixon

August 1,1983

TO: Senator Steve Symms, Chairman
Senate Environment and Public Works Committee
410 Dirksen Senate Office Building
Washington, D.C. 20510

SUBJECT: Proposed extension of Route 290 expressway and or Route 53 in Dupage County Ill, from Woodfield, Ill to Route 55.

I travel the proposed route for the expressway on a daily basis and can attest to the extremely high vehicle usage. Traffic flows during work hours are so high that it is not uncommon to experience traffic stopage one half mile back from a traffic light. This state highway was designed for traffic loads common in the 1940's. It is 25 miles from woodfield Ill, to Naperville Ill, and many times we are forced off of Route 53 and into the residential neighborhoods to find a route home. If I were a homeowner in these neighorhoods I would fear for the safety of my children.

I strongly urge you to support FAP431. Bill S524 is only a temporary solution to the extremely heavy traffic on Route 53. Please read the comments mailed to you by the Mayor of Lisle, Ill and the support this mayor is giving Bill FAP431. I feel that this analysis presented by the mayor is very accurate and shows a great amount of foresight to the highway needs now, and in the future. The Mayors of Glen Ellyn, Naperville, Lombard, Downers Grove, Bolingbrook, and Itasca support this major north/south route through Dupage County.

I have traveled this route many times and can attest to the this partictular highway problem described above it is severe. We need to solve this problem correctly with the proper solution, an expressway to handle the north/south traffic in Dupage county.

I was totally unaware that any discussion on the feasibility of a major expressway was underway until Aug 1,1983. We feel this bill will have a major impact on our lives and we were not even aware that discussion, or that area hearings were being held. We encourage you to extend the hearing process and to better publicize the discussion.

Please enter our concern in the offical record.

Sincerely

L. E. Matyka

cc Senator Charles Percy
Senator Alan Dixon

July 28, 1983

Dear Senator Symms,

I am a resident of Lisle, Illinois and ask that my support for the FAP 431 project be included.

I have a masters degree in Forestry and Wildlife and see and hear the hopes of Morton Arboretum and families to preserve as much of the natural areas as possible. We all want this.

I also drive a car. We need progressive and sensible road systems for the people here. The FAP 431 project is our best hope .

Clear, unbiased thinking is needed here to reach the over-all best decision. I hope your committee will put everything in perspective and after careful review, will find that FAP 431 is needed. It will benefit all of us and with minimal adverse impact.

Thank you for your attention.

Sincerely,

Arlene Norris

cc Charles Percy
Alan Dixon

Mr.& Mrs. George Norris
4440 Waubansie Lane
Lisle, IL 60532

July 28, 1983

Dear Senator Symms,

We are registered voters who live in Lisle, IL. and have considered all of the pros and cons regarding FAP 431. We strongly support the construction of FAP 431 as a toll road to Interstate 55. We object to widening Rt. 53.

We wish you the best of success in getting the FAP 431 project completed. Please include our comments as part of the official record of the hearing on S. 524. Thank you.

Sincerely,

Tony & Shirley Olejnik

807 Gamble Dr.
Lisle, IL. 60532
971-2017

August 1,1983

Aug

TO: Senator Steve Symms, Chairman
Senate Environment and Public Works Committee
410 Dirksen Senate Office Building
Washington, D.C. 20510

SUBJECT: Proposed extension of Route 290 expressway and or Route 53 in Dupage County Ill, from Woodfield, Ill to Route 55.

I travel the proposed route for the expressway on a daily basis and can attest to the extremely high vehicle usage. Traffic flows during work hours are so high that it is not uncommon to experience traffic stopage one half mile back from a traffic light. This state highway was designed for traffic loads common in the 1940's. It is 25 miles from woodfield Ill, to Naperville Ill, and many times we are forced off of Route 53 and into the residential neighborhoods to find a route home. If I were a homeowner in these neighorhoods I would fear for the safety of my children.

I strongly urge you to support FAP431. Bill S524 is only a temporary solution to the extremely heavy traffic on Route 53. Please read the comments mailed to you by the Mayor of Lisle, Ill and the support this mayor is giving Bill FAP431. I feel that this analysis presented by the mayor is very accurate and shows a great amount of foresight to the highway needs now, and in the future. The Mayors of Glen Ellyn, Naperville, Lombard, Downers Grove, Bolingbrook, and Itasca support this major north/south route through Dupage County.

I have traveled this route many times and can attest to the this partictular highway problem described above it is severe. We need to solve this problem correctly with the proper solution, an expressway to handle the north/south traffic in Dupage county.

I was totally unaware that any discussion on the feasibility of a major expressway was underway until Aug 1,1983. We feel this bill will have a major impact on our lives and we were not even aware that discussion, or that area hearings were being held. We encourage you to extend the hearing process and to better publicize the discussion.

Please enter our concern in the offical record.

Sincerely

6651 Woodward Ave
Downers Grove, IL
60516
312-960-5563

cc Senator Charles Percy
Senator Alan Dixon

5149 Riverview Drive
Lisle, Illinois
July 29, 1983

Senator Steve Symms, Chairman
Senate Environment and Public Works Committee
Attn. Nadine Hamilton

AUG 1 1983

Dear Sir:

As a citizen of Lisle, Illinois and also a long standing member of the Morton Arboretum, I am hoping that your committee will vote for the FAP 431 highway. Much as we dislike having the arboretum encroached upon, it is much more essential that FAP 431 is built. Already the traffic through Lisle on Route 53 and through Main Strret of Lisle is dangerous to pedestrians, frustrating to drivers, and a horror for school children who must cross during rush hours, especially in winter when it is dark. I believe the enclosed article by our Mayor states the situation quite clearly. We do not want Route 53 enlarged to four lanes through a wholly residential section under any circumstances.

Thank you for your consideration.

Sincerely,
Dorothea Overholt

Dorothea Overholt

433 Maplewood Dr
Woodridge Ill
July 28, 1983

AUG 1 1983 RJ

Senator Steve Symms

We have been residents of Woodridge for the past 17 years and at the time we bought our home we knew of the proposed FAP 431 so most homeowners should have been aware of the proposal.

We are in favor of FAP 431 but we will need a interchange at 63rd St or 75th Street and we hope you will take this into consideration.

Sincerely

P. M. Sweet
356 King's Cove
Lisle, Illinois 60532

July 27, 1983

Senator Steve Symms, Chairman
Environmental and Public Works Committee
410 Dirkson Senate Office Building
Washington, D.C. 20510

AUG 3 1983

Dear Senator Symms,

We live adjacent to Route 53 in DuPage County, Illinois, and are opposed the proposal to widen this road to four lanes in the Lisle area because, in our opinion:

1. The need for an improved north-south route in this area cannot be met by the simplistic short time approach of merely making Rte 53 four lanes wide between Army Trail Road and I-55.

2. The long planned and well thought out FAP431 is a practical solution to the problem of providing a long term transportation improvement.

3. Future traffic growth inevitably will require the implementation of the FAP431 concept, thus rendering the present widening of Rte 53 wasteful of tax dollars.

4. Widening Rte 53 will adversely impact property values of many adjacent homes.

5. Fast moving traffic on a properly designed and constructed FAP 431 should have less adverse environmental impact on Morton Arboretum than widening Rte 53. FAP431 would run along the downwind edge of the Arboretum, while Rte 53 literally cuts through the middle, and would be heavily congested.

We favor making FAP431 a Toll Road. We believe it is high time that users of transportation facilities are charged therefor rather than further burdening the already overburdened taxpayer.

Thank you for considering our opinions.

Sincerely yours,

P. M. Sweet

Corinne Sweet
Corinne Sweet

ccs The Honorable Charles H. Percy
The Honorable Alan Dixon

August 1,1983

TO: Senator Steve Symms, Chairman
Senate Environment and Public Works Committee
410 Dirksen Senate Office Building
Washington, D.C. 20510

SUBJECT: Proposed extension of Route 290 expressway and or Route 53 in Dupage County Ill, from Woodfield, Ill to Route 55.

I travel the proposed route for the expressway on a daily basis and can attest to the extremely high vehicle usage. Traffic flows during work hours are so high that it is not uncommon to experience traffic stopage one half mile back from a traffic light. This state highway was designed for traffic loads common in the 1940's. It is 25 miles from woodfield Ill, to Naperville Ill, and many times we are forced off of Route 53 and into the residential neighborhoods to find a route home. If I were a homeowner in these neighorhoods I would fear for the safety of my children.

I strongly urge you to support FAP431. Bill S524 is only a temporary solution to the extremely heavy traffic on Route 53. Please read the comments mailed to you by the Mayor of Lisle, Ill and the support this mayor is giving Bill FAP431. I feel that this analysis presented by the mayor is very accurate and shows a great amount of foresight to the highway needs now, and in the future. The Mayors of Glen Ellyn, Naperville, Lombard, Downers Grove, Bolingbrook, and Itasca support this major north/south route through Dupage County.

I have traveled this route many times and can attest to the this partictular highway problem described above it is severe. We need to solve this problem correctly with the proper solution, an expressway to handle the north/south traffic in Dupage county.

I was totally unaware that any discussion on the feasibility of a major expressway was underway until Aug 1,1983. We feel this bill will have a major impact on our lives and we were not even aware that discussion, or that area hearings were being held. We encourage you to extend the hearing process and to better publicize the discussion.

Please enter our concern in the offical record.

Sincerely

Ronzell I. Windsor, Jr.
1204 Emerald Drive
Naperville, Illinois 60540

cc Senator Charles Percy
Senator Alan Dixon

STATEMENTS IN OPPOSITION TO S. 524

VILLAGE OF WOODRIDGE
1900 WEST 75TH STREET
WOODRIDGE, ILLINOIS 60517 (312) 852-7000

June 30, 1983

United States Senate
Environment and Public Works Committee
Transportation Subcommittee

My dear Senators:

As a private citizen with the perspective of serving as the Mayor of the Village of Woodridge, I strongly urge the distinguished members of the United States Senate, Environment and Public Works Committee, Transportation Subcommittee to consider S524 as not being in the best interests of the Village of Woodridge, the State of Illinois, and the United States.

S524 would permit federal participation in the construction of FAP 431. I am opposed to the construction of FAP 431 and believe I express the viewpoint of the majority of the residents of the Village of Woodridge. My opposition to FAP 431 is based on the environmental impact on the area, the lack of necessity for another toll road or freeway in the area, and the extreme cost of the project.

FAP 431 will have a negative environmental impact on the area. The adverse effect on Morton Arboretum is obvious and would be a mistake which could not be corrected. The immediate negative environmental impact on Woodridge would be increased noise, pollution, decreased property values, and it would divide our residential community. The physical barrier put in place by FAP 431 will jeopardize effective delivery of police and fire services.

FAP has not been proven to be necessary to meet our present and future traffic needs. A few miles north, south, and east of the Village of Woodridge major toll roads and freeways exist that meet our existing and future needs. The expansion of Illinois Highway 53 to four lanes will further adequately provide for increased traffic.

FAP 431 is a financial burden as a toll road or a freeway that our State and Federal Government can ill afford. Even if there was some good to be derived from FAP 431, it is time for citizens and elected officials to realize that we have to begin to say "no" to the many "good" but expensive local, state, and federal projects that are a growing cancer on our country's stability. One only needs to observe the recent financial crises in the State and that the federal budget deficit has tripled since 1981 to come to the conclusion that we must start to realize the serious danger such projects cumulatively cause our country.

Finally, in August of 1981, the Village of Woodridge conducted a survey of public opinion regarding the construction of FAP 431. While residents were evenly divided on the issue of the need for FAP 431, they were very much opposed to the construction of a toll road. In answer to the question, "Would you favor building FAP 431 as a tollway," 36.0% responded "yes", 61.6% responded "no", and 2.4% were undecided.

Thank you very much for the opportunity to submit testimony and for your kind consideration of this serious matter.

Sincerely,

VILLAGE OF WOODRIDGE

William F. Murphy
Mayor

WFM/ek

636 Park Blvd.
Glen Ellyn, Il. 60137

July 24, 1983

JUL 28 1983

Senator Steve Symms
Senate Environmant and Public
  Works Committee
410 Dirksen Senate Office Building
Washington, D.C. 20510

Dear Senator Symms:

My husband and I would like to voice our opposition to SB 524. We have lived in this area since 1952, and our children have all settled in this area. We are very concerned about the long-term effects of this action.

We have enjoyed the Arboretum and its various programs for many years. This plan would not only take several acres from the south-east corner of the Arboretum, but the pollution would soon take its toll of the beautiful stands of oaks and sugar maples. This type of environment, so needed by our high-pressured society, cannot be replaced and would take over a hundred years to relocate.

We are also very concerned about the impact on the East Branch of the DuPage River watershed. We believe we must preserve the prime aquifer recharge areas, many of which are found along the East Branch of the DuPage River and underlie the route of this expressway. We also need to preserve all the floodplain land from development.

It would seem much more feasible to widen the present Rte. 53. This could facilitate the traffic flow, and still preserve the Arboretum. The Arboretum has planned for this eventuality and planted along Rte. 53 accordingly.

Please include this statement in the official record for the July 6 public hearing on SB 524.

Thank you.

Lois Imogene Alles

Lois Imogene Alles

5742 Dearborn Parkway
Downers Grove, IL 60516
July 26, 1983

Senator Steven Symms, Chairman
Transportation Subcommittee
Senate Environment and Public Works Committee
410 Dirksen Building
Washington, D. C. 20510

AUG 1 1983

Dear Senator Symms:

Attached is my statement which I would like to have you add to the record of the hearing you conducted on July 6, 1983, at Wheaton, Illinois on S. 524.

I would have preferred to give an oral statement, as I had the idea that a public hearing would give more opportunity for the "public" to testify. However, I was told that there would be no time for additional statements. Perhaps this was my own fault as I have not had the time to be active recently with groups concerned with the issue of FAP 431.

Although the majority of elected and appointed officials are on record as being for this road, I personally have known of instances in which the majority of officials were wrong.

I hope you will consider the points I have made.

Very truly yours,

Jane E. Amorosi

Jane E. Amorosi

STATEMENT BY JANE E. AMOROSI, PRIVATE CITIZEN, FOR THE RECORD OF THE JULY 6, 1983 HEARING OF THE TRANSPORTATION SUBCOMMITTEE OF THE SENATE ENVIRONMENT AND PUBLIC WORKS COMMITTEE ON S.524 AND FAP 431.

As a private citizen, I have been a member of the Downers Grove Environmental Quality Control Commission and of a Consortium of DuPage County environmental commissions, which at one time studied the proposed FAP 431. I have also been chairman of the Downers Grove League of Women Voters land use committee. I have worked as a citizen with the DuPage County Forest Preserve Commission on open space acquisitions and flood plain planning, and with other groups on county sewer planning and other land use considerations.

I am opposed to S. 524 primarily because I am opposed to any superhighway in the location planned for FAP 431, whether it be freeway or tollway.

My reasons are, first, that FAP 431 would be a link in the national superhighway grid and its greatest value would be to interstate and commercial (truck) users. It will be of little value to local commuters and will hurt the quality of life in a lovely residential county.

The Chicago Tribune has made the point that the Illinois tollway system has not helped inter-suburban commuters. Its lead editorial, July 6, 1983, pointed out, "The system was conceived to move traffic quickly through the metropolitan area and as a side benefit provide surburbanites with high speed connections to expressways into Chicago." The Tribune feels the tollway system has not served intersuburban traffic much. "of the system's 75 interchanges, only 22 are full interchanges allowing drivers to enter the tollway in either direction. The authority must begin considering the feasibility of serving intersuburban traffic." (copy of Tribune editorial attached) An example of the lack of interchanges in the tollway system is the stretch of I-294 from the Illinois East-West Tollway on the south to the O'Hare exit on the north. In this stretch, there is only one exit (I-90) and no entrances. Even industry along this stretch does not have easy access.

In DuPage County, the public has not been told how many interchanges there would be if FAP 431 were to be built as a tollway. Existing plans available to the public show only interchanges on the proposed freeway. There will probably will be many fewer interchanges on a tollway.

The public is probably not being told what will happen eventually at the junction with the East-West Tollway. We are told there will be a limited interchange there, with only 5 acres of Arboretum land taken. However, highway planners will eventually say there has to be a complete interchange there. Either way, residents lose. If there is not a complete interchange, the roads are not of much value for local use. If there is a complete interchange, more land gets taken from the Arboretum or a "spaghetti bowl junction" is built.

Mayor John Borg of Joliet emphasized at the July 6 hearing that FAP 431 would be part of an interstate grid when he called for FAP 431 to go to I-80, not just I-55. This would happen eventually, everyone knows, if the present extension is approved, thus increasing heavy truck traffic going through DuPage County. The refineries in Will county are very anxious to have this superhighway completed so that their oil trucks can use it to go north.

John Kramer, Secretary of the Illinois Department of Transportation, stated at the July 6 hearing that the completion of FAP 431 would draw "some" of the traffic from the Tri-State (I-294) which is now "quite congested." In other words, FAP 431 would be an overflow traffic artery for I-294 traffic. It would put the Crosstown in the middle of DuPage County.

Improving existing north-south roads would not draw interstate truck traffic because there would be enough traffic lights to discourage such traffic. Suspicions were expressed at the hearing that the Illinois Department of Transportation has dragged its feet on the improvement of Rt. 53 in order to get public support for FAP 431.

Other objections I have are:
Sound: The zoom from trucks on a superhighway extends at least two miles on each side. There may be a grade south of the Arboretum which will cause trucks to change gears, adding to the noise pollution.

Ugliness: Route 53 as it goes by Woodfield Mall is very ugly and unpleasant. Can IDOT be trusted to make the extension any better?

A hazard to small commuting cars: A completed FAP 431 would be a hazard to the small cars used by commuters because of the interstate truck traffic. A recent study at Purdue University reported that small cars are tailgated more often and are involved in 18 percent more rear-end collisions than medium-sized or large cars, and the consequence for passengers in a small car are likely to be tragic. (Purdue Perspective, Summer 1983 attached)

Floodplain: FAP 431 is shown to be in the floodplain of the East Branch of the DuPage River from Roosevelt Road to St. Charles Road. It would have to be raised to keep it above the floodplain and to make it go over the Northwestern Railway in the same area. This would be unsightly and would make traffic sounds carry farther. The extra runoff from the highway would contribute to flooding in the central section of the county which is drained by the East Branch. DuPage County is already highly susceptible to flooding because of the flatness of the terrain.

Unanswered question: Does Rt. 53 above Army Trail road become a tollway?

Others have testified about the effect of the highway on plants of the Arboretum. Attached is a parody by Mike Royko of Joyce Kilmer's "Trees", beginning "I think that I have never knowed A sight as lovely as a road."

"Don't misunderstand me. I have the greatest respect for these groups; but this city did not become great through the efforts of birds, squirrels, kids and the people who spend their time sitting in the shade.

"Our study also showed that in time, these trees will all die anyway. However, barring strong wind, lightning, and disease, most of them might last another hundred years or probably even longer.

"In fact, if we don't cut them down now and get on with the job at hand, they'll outlive us all and our children and our grandchildren. And there might not be someone with enough foresight to do what we are now doing.

"Meanwhile, countless people would be deprived of their right to get from one point to another as quickly as possible. They would have to take other routes and spend precious minutes at red lights. They would be forced to drive thirty m.p.h. when they could be doing forty-five or fifty. Is this fair?

"In closing, I would like to read a poem, written just for this occasion. It is entitled:

A ROAD

I think that I have never knowed
A sight as lovely as a road.

A road upon whose concrete tops
The flow of traffic never stops;

A road that costs a lot to build
Just as the City Council willed;

A road the planners say we need
To get the cars to greater speed;

We've let the contracts so dig in
And let the chopping now begin;

Somebody else can make a tree
But roads are made by guys like me.

from a Mike Royko
column

Audubon Council of Illinois, Inc.

A COUNCIL OF NATIONAL AUDUBON SOCIETY CHAPTERS

PO Box 302
Villa Park, Ill. 60181

July 31, 1983

Senator Steve Symms
Senate Environment and Public Works Comte
418 Dirksen Senate Office Bldg.
Washington, Dc 20510

Dear Sir:

Please enter into the hearing record the enclosed letter written to the Lombardian in regard to the proposed toll road in Dupage County.

Please send us a copy of the Hearing Record.

Thank you.

Truly,

Raymond Mostek

AUG 3 1983

Raymond Mostek, Chairman
Roadside Committee
Audubon Council of Illinois

Audubon Council of Illinois, Inc.

A COUNCIL OF NATIONAL AUDUBON SOCIETY CHAPTERS

Letters to the Editor
The Lombardian
631 So. Main St.
Lombard, Ill. 60148

PO Box 302
Villa Park, Ill. 60181

July 12, 1983

Dear Sir:

Well, the Congressional wagon has come and gone, bearing Sen. Charles Percy, Sen. Steve Symms of Idaho and Cong. Henry Hyde and Cong. George O'brien. All of them paid testimony to the concerned citizens who jammed the auditorium on the need or the lack of it- of a third toll road in Dupage county.

The small hearing room at the Wheaton County Center was so packed that the members of Congress were visibly disturbed that the meeting had to be moved to larger quarters.

As usual , the mayors of various Dupage towns , and local officials were heard first, all of them moaning and groaning about the need for still another toll road. None of them gave alternatives.

None mentioned the possible widening of Route 53 as another option. None mentioned that the toll road would not alleviate condidtions on Roosevelt Road, 22nd street at Oakbrook,Higgins Road at the Woodfield Shopping Center or the crowded Golf Road at Schaumburg, all as a result of poor planning by road officials.

About five times the number of officials were heard as against the local citizens who had to wait thru all this other testimony. One official was suprised to learn that there were 15,000 voters who have signed petitions against the toll road.

These voters know something that the officials won't tell them- that while the rest of the state has freeways, the citizens of plush and affluent Dupage County are asked to pay for their highways.

These four officials, Hyde, O'Brien, Symms and Percy have all supported the insane and destructive and costly MX Missile at a cost of $29 billion. Some of that money would go a long way towards construction of a freeway in Dupage County. Americans are getting increasingly fed up when they learn that the Pentagon is spending $100 for items you can buy in the store for 20 cents.

Our county board would do well to help preserve some of our farm land, homes, and the forest preserves and the Morton Arboretum before they cheer a third toll road for Dupage County citizens.

Very truly,

Raymond Mostek

Raymond Mostek, Chairman
Roadside Committee
Audubon Council of Illinois

CC: County Board,
Dupage mayors
Sen. Percy, Symms
Cong. O'Brien, Hyde

July 23, 1983

JUL 25 1983

Dear Sen. Symms,

Du Page County is one of the highest taxed counties in the country. We love our arboretum & we pay dearly for it. We do not want a new highway running through it, regardless of federal funds available.

I request that this letter of objection be entered into the hearing record, SB 524, because I speak for so many of my friends in this lovely community who share my views.

Sincerely,
Mrs. Ken Busk

M. Chand
6536 Midhurst Road
Downers Grove, IL
60516

The Honorable Steven Symms
Senate Enviornment & Public Works Committee
410 Dirksen Senate Office Building
Washington, D.C. 20510

AUG 2 1983

Dear Senator Symms:

Reference to the July 6 hearings on a bill introduced by Senator Charles Percy and Senator Alan Dixon to allow the use of fedral funds for tollway construction in Illinois, please be advised that we oppose the construction of FAP 431 for the following reasons:

1. Irreparable damage to Morton Arboretum natural forests and wild life
2. FAP 431 is not necessary. We feel it will be faster and cheaper to upgrade the existing Illinois highway 53. This way our tax money will be used prudently and wisely.

We would appreciate if our testimony is entered into the hearing record.

Sincerely yours,

Kiran Chand

Mohan & Kiran Chand

MARY M. CONNER
426 W. WINDSOR AVE.
LOMBARD, ILLINOIS 60148

July 31, 1983

AUG 8 [illegible]

Dear Senator Symms,

I oppose S.524, a bill allowing federal funds to be used in the construction of FAP 431. If this proposed highway is built in such proximity to the Morton Arboretum, this living museum's ecosystem would be endangered, probably destroyed.

I request this testimony be entered into the hearing record.

Thank you,
Mary M. Conner

AUG 4 1983

July 31, 1983

Senator Steven Symms
Sen. Environment + Public Works Com.
410 Dirksen. Senate Office Bldg
Washington, DC - 20510

Dear Senator Symms:-

I wish to have this letter "To be entered into the Record" regarding "S-524.

I am a volunteer for the Morton Arboretum, and under no circumstances want to see any of the plants, trees and wild life endangered by the construction of the tollway to cut off 5 acres from one of the most valuable piece of land that exists today.

Not all people want the contamination of salt, gas fumes, and other environmental dangers to human life as well as losing the beauty and contentment that such as the Arboretum brings to thousands of people every year — in fact thousands come here every week.

If this roadway is built it will destroy much beauty — also for Educational classes of children + adults that is everlasting.

Please re-consider what will be lost, never to again to be enjoyed by our children.

I guess people are more concerned in themselves only — and the almighty dollar.

Thank you for your concern.

Sincerely

Lillian A. Erickson
25W 687 Amhurst
Wheaton, Ill
60187

"To be entered into the record."

Dear Senator Symms:

I am not a member of a powerful special-intrest group, nor am I rich, nor am I powerful. I am a middle class American Citizen who pays his taxes, has a 1 year old son, and all to often feels helpless as the U.S. Government walks all over his life.

S-524 threatens to mark my sons life and mine in a powerful way. I take my son to the Morton Arboretum every weekend during the summer trying to teach him the ways of nature, and the benefits of preserving the last vestiges of the natural world, and I am not alone. Many of my friends use the arboretum for not only the education of their children, but for their own recreation as well.

DuPage county is experiencing growing pains. I understand that [illegible] highways have to be upgraded, and new highways built, but now more more than ever are nature preserves needed. The citizens of DuPage have always enjoyed the Morton Arboretum. Please don't help destroy it by passing S-524.

Thank You.

Sincerely,

Dave Fisher
1603 Fairway Drive
Apt 2F
Lisle, Il 60532

Glen Ellyn, Illinois
July 29, 1983

Senator Steve Symms
Senate Environment +
Public Works Committee.
Washington, D.C. 20510

AUG 2 1983

Dear Senator Symms:

My family and I are Totally opposed to bill S.524, which would allow the construction of highway FAP431 thru part of the Morton Arboretum in Lisle, Illinois. The Arboretum is an extremely valuable ecological asset to DuPage Co., serving as a flood controlling water retention area, a purifier of polluted air in an increasingly urbanized environment, a center for scientific research, an aid in maintaining the value of properties both locally and as far away as Chicago, and a rare protector of aesthetic values.

Environmental pressures upon the Arboretum in the form of air, water and noise pollution from already existing nearby highways and population centers are dangerous enough, but any encroachment into its actual boundaries by any interest, especially one that is environmentally detrimental, is simply unacceptable! This would set a precident which could only result in the degradation and eventual destruction of this rare, preserved area.

We urge you to fight against the intrusion of FAP 431 into the territory of the Morton Arboretum! Please enter this testimony into the Senate Hearing record on bill S524.

Sincerely,

Mrs. R.W. Fleischman
516 Lowell Ave.
Glen Ellyn, Ill.
60137

021084 July 26, 83

JUL 29 2 09 AM '83

Dear Senator Symms,

I want you to know that I am completely opposed to S.524 and to the building of the tollway FAP 431.

Chicago has only one Arboretum, why damage it for ever? Besides, I am against all the different types of pollutions that the tollway would create.

Please, record this letter in the Senate Hearing record on S.524.

Sincerely,

Monique C. Fox

2206 OXNARD Drive
Downers Grove,
Il 60516

To be entered in the record

1085

July 24-83

JUL 29 2 09 AM '83

Senator Steven Symms
Senate Environment & Public Works Committee

Dear Senator,

We are opposed to adding yet another new road & taking more very valuable land.

It would be better to keep up and adapt some other highways, already here, to do the job.

Morton Arboretum is already surrounded by a mess of roads - all big. We can't move the Arboretum as easily as some one could adapt the existing highways to our needs & get the tollway in Thiry.

Sincerely
Rosemary & Borna

We also travel a lot in this area everyday. There ~~are~~ plenty of roads around to use for your toll way.

July 20, 1983

JUL 25 1983

Dear Senator Symms,

We are against the bill which would allow the north-south tollway to be built in DuPage county and destroy the Arboretum, reduce the aquifer recharge area, and add pollution to the air. Widening Route 53 would take care of the traffic and utilize our tax dollars better. We have also written to the five senators and representatives from our area. Please include this letter in the hearing record on S. 524.

Thank you.

Franklin & Rosemarie Havlik
614 Roger Road
Glen Ellyn, Illinois
60137

July 25, 1983

Dear Senator Symms:

I wish to voice my objection to S.524, the Bill introduced by Senators Charles Percy and Allen Dixon to allow the use of Federal funds for new highway contruction in Illinois.

FAP 431, the north-south tollway that would result from the passage of that Bill, would have deleterious effects on the Morton Arboretum in Lisle. This institution must be protected, not violated, for it offers natural beauty and tranquility to all in the face of ever mounting urbanization.

The record of the Senate Hearing on S.524 remains open until August 4th. Please enter my testimony into the hearing record.

Thank you.

Very truly yours,

Alice A. Hays

(Mrs.) Alice A. Hays
912 Lacey Avenue
Lisle, Illinois 60532

July 31, 1983

Senator S'Teven Symms

AUG 4 1983

Senator:

(TO BE ENTERED INTO THE RECORD)

I would like to oppose S. 524, the legislation regarding use of federal funds to finance tollways in Illinois because I object strongly to the North-South Tollway through DuPage County. That tollway will destroy part of the land owned by the Morton Arboretum, areas of great importance to Arboretum users and the general public

My family and I and many friends and neighbors use the Arbboretum for nature watching, classes and relaxation in a beautiful environment. To lose any of its acreage would be tragic. For urban dwellers like myself, the open lands of the Arboretum are a necessary resource. To be able to reach woods, prairies, marshes and lakes in 20 to 30 minutes is an increasingly important part of life. Instead of destroying those lands and resources the federal and state governments should be encouraging the expansion of natural environments.

Sincerely,

Lynn Howe
832 N. Ridgeland
Oak Park, Ill. 60302

THE ILLINOIS AUDUBON SOCIETY

ESTABLISHED 1897

WARREN R. DEWALT
EXECUTIVE DIRECTOR

U. S. Senate Environment and Public Works Committee

Sirs:

The Illinois Audubon Society is against the proposal as presented in Senate Bill S-524 to extend Illinois Route 53 from Army Trail Road to the Stevenson Expressway, and the Elgin-O'Hare Expressway. We object on the basis of environmental impacts: the extensions will consume needed water recharge acreage in an area that is already heavily urbanized and paved over, it will cause increased flooding, and it will have an adverse effect on the Morton Arboretum. As the urganization of DuPage County is completed, the Arboretum will become ever more important as an open space refuge and a nature preserve. Already hard-pressed by incompatible developments along its borders, the Arboretum can ill-afford more pollution and drainage disruption, and the proposed destruction of glacial Puffer Lake and the Arboretum's shrub collection by the Expressway would be unconscionable.

Although unrelated to our environmental concerns, we object on principle to the use of federal funds to build a toll road. It would be not only a misuse of such funds, but also would establish an unfortunate precedent for other toll road construction.

The time is long passed when highways must be built at all cost. We have become painfully aware of the price they exact, both direct and hidden, immediate and long-range. We recommend, therefore, that the pressure for this road be relieved by an upgrading of Route 53, and the entire issue of another expressway be shelved to permit extensive study, particularly environmental impacts.

Respectively,

Warren R. Dewalt

Warren R. Dewalt,
Executive Director

Dear Senator Symms, July 31, 1983

This testimony is to be entered into the record on S-524.

We are two college students that have lived in Lisle and Naperville all of our lives. The reason we are writing to you, is to urge you to please vote against any legislation that would put a road or highway of any type through or near the Morton Arboretum in Lisle, Illinois. The Morton Arboretum is not just a "forest preserve" of trees, but rather, an outdoor Museum of woody plants, trees and shrubs from all over the world that grow in our climate of northern Illinois. If you have ever been to the Morton Arboretum, you have seen its beauty for which it is world famous. Visitors and researchers come from all over the world to enjoy and study the Morton Arboretum. When you read the enclosed article, you will also see the important research work that takes place at the Morton Arboretum. This research not only benefits the local people, but also people from all across the United States and even the world. The disease resistant Elm is only one of many very important research projects that take place at the Morton Arboretum. A road or highway of any type would greatly hurt this very important facility.

You wouldn't build a road or highway through an indoor Museum, so please don't build one through or near our outdoor Museum. An indoor museum can be moved to another location, but the Morton arboretum can't. It has taken 61 years of very hard work and private support to build the Morton arboretum. When Susan and I return from college on breaks, we look forward to spending our time in the peaceful setting of the Morton arboretum. The arboretum began in 1922, and was cut in half when Rt. 53 was built and is now bordered by the East-West tollway. If this doesn't stop, everyone will want to build a road or highway through the arboretum. - Please Senator, don't hurt our Morton arboretum anymore, because Susan and I love it the way it is. I am also proud to have one of Dr. Wares hybrids in my front yard.

Michael T. Irvin
5826 Queens cove
Lisle, IL. 60532

Thank-You very much for your time Senator,- Sincerely,

Susan kohler
29 Tupelo
Naperville, IL.

Michael T. Irvin
Susan Kohler

JUL 25 1983

Jack James
27W116 Bolles Ave
Winfield IL 60190
July 21, 1983

Senator Steve Symms
Senate Environment and
Public Works Committee
410 Dirksen Senate Office Bldg
Washington DC 20510

Senator Symms:

re: S.524, FAP 431, and Morton Arboretum in DuPage County, IL.

I am very concerned that S.524 will result in unreasonable damage to the Morton Arboretum located along the FAP 431 route. The Arboretum is a beautiful preserve that is becoming an increasingly important refuge to us in this area as we continue to further urbanize. We need to save it. Please enter this letter into the hearing record as testimony.

Thank you.

Jack James
Jack James

cc: Senator Charles Percy
Senator Allen Dixon

July 27, 1983

027092

212 S. Benson St
Plainfield, Illinois
60544

Dear Senator

JUL 29 2 09 AM '83

I am writing to let you know my feelings on FAP 431.

Tollways are most important it is true, but there is only one Morton Arboretum in the world. It is a place of quiet & beauty that is hard to put into words. Places like this are so rare in this busy world of ours. It is easy to say 5 acres off the south east corner of the Morton Arboretum would never be missed. But it would. This place could never be replaced. There are still some things that can not be sacrificed in the name of progress! Please enter my testimony into the hearing record.

Sincerely yours,
Mrs Carl W Johnson

July 19, 1983

Senator Steven Symms
Senate Environment and Public Works Committee
410 Dirksen Senate Office Building
Washington, D.C. 20510

Re: Pending legislation to permit use of federal
funds for new highway construction in Illinois

Dear Senator Symms:

JUL 25 1983

This letter, which I ask be entered into the hearing record pertaining to the above legislation introduced by Senators Percy and Dixon, is to express concern regarding the impact of certain "improvements" which would result from the bill on one of my area's most precious resources--the Morton Arboretum.

The Arboretum is itself heavily trafficked--on foot--by thousands of persons living in the Chicago area, who go there to learn and recreate . Among the highway projects to be funded as a consequence of the subject legislation is FAP 431, a tollway which in its north-south course through Du Page County would abut the southeast portion of the Arboretum. The heavy vehicular traffic destined for FAP 431 would permanently impair the natural forestation and serenity which the Arboretum conserves for us--and hopefully, for our children. Please use your influence to defeat the ill-conceived plan to substitute concrete, noise and exhaust fumes for the unspoiled beauty so many people here treasure and have worked hard to protect.

I am ashamed to say I do not write members of Congress often to say my piece on proposed laws. This is a matter which affects the quality of life where I live most directly, and requires these comments, your careful consideration of which will be appreciated.

Sincerely yours,
Heidi H. Katz
Heidi H. Katz
620 E. 8th Avenue
Naperville, IL 60540

July 30, 1983

Senator Steve Symms
Senate Environment and Public Works Committee
410 Dirksen Senate Office Building
Washington, D. C. 20510

Dear Senator Symms:

With reference to Bill S.524, please enter our plea in your testimony to spare the Morton Arboretum from losing any acreage by FAP 431.

There are few enough historical and beautiful sights in Illinois, we must spare what remains.

We thank you most sincerely for your efforts in this behalf.

Respectfully,

Thomas & G. Catherine Kavanagh

Thomas and G. Catherine Kavanagh

526 W. Vermont
Villa Park, Illinois 60181

DuPage County

Catherine Kelly
5130 Center
Lisle Ill 60532

JUL 28 1983

Senator Steve Symms
Senate Environment & Public Works Committee
410 Dirksen Senate Office Building
Washington DC 20510

Dear Senator Symms,

I am writing in regards to FAP 431. This proposed tollway would steal approximatly five acres of the Morton Arboretum, a place of such natural beauty, tranquility and splendor that it should never be violated. Yet in the past it has been split in half in order for Rte 53 to be built and utility easements have been torn up and developed. The Director of the Arboretum fears we will lose it comepletely if something is not done soon to permanently protect it and I agree. We can't afford to lose even one inch of the Arboretum.

I also feel that FAP 431 is really not neccesary. We can't maintain the highways and streets we now have in Illinois. We shouldn't build any new ones, we should repair what we now have and then we wouldn't have to worry about traffic congestion.

FAP 431 would not only violate the Arboretum, but would destroy the peace and tranquility of the entire community. We specifically moved to Lisle to get away from the noise, pollution and congestion of the city. As it is my father has trouble breathing on days when the pollution is bad. More cars and more pollution won't help him.

I have been working for the past seven years to turn my yard into a wildlife sanctuary. I now have over 40 species of birds and 10 species of animals visiting or living in my yard and I am not finished landscaping yet. I plan on submitting an aplication to have my yard certified by the National Wildlife Federation as a wildlife habitat this fall or next spring. Putting a tollway in the area or even widening Rte 53 would destroy all that I have worked so hard to achieve.

If you keep building roads: tollways all over the country where are all the people supposed to live? And what good are new roads if we have another gas crisis?

Please enter my testimony into the records of the S 524 hearing. Please do not destroy the Morton Arboretum or our community.

Thank you
Catherine Kelly

AUG 4 1983

Dr. and Mrs. Scott J. Kolbaba
1949 Buckingham Dr.
Wheaton, Illinois 60187

U. S. Sen. Steven Symms
Senate Environment and Public Works Committee
410 Dirksen Senate Office Building
Washington D. C. 20510

Dear Sir:

We are entirely opposed to Senate bill FAP 431. The Morton Arboretum must be protected and we wish that our testimony be entered into the hearing record.

All efforts should be made to improve the already existing Route 53 to alleviate traffic problems. An institution such as the Arbortem must be protected at all costs.

Sincerely,

Scott J. Kolbaba
Joan M. Kolbaba

June 27, 1983
Wheaton, Illinois
[redacted]

Dear Senator Symms,

I am writing in regard to the Proposed highway FAP 431 and the S. 524 Bill which would allow it to happen.

A toll road parallel to Route 53 would be a mindless extravagance even if the Morton Arboretum were not involved.

As for further destruction of the Arboretum and its environs some of the finest minds in the field have stated the case as knowingly as is humanly possible. You yourself must surely have the wit and sensitivity to understand the importance of sparing this unique and valuable area from any more devastation in the name of "Progress"

It is not a question of practical motives V.S. idealistic butterfly chasers! It makes enormous sense to preserve and promote everything the Arboretum represents from an economic as well as an esthetic and ecological viewpoint. It's standing is tops in this country and throughout the World!

The North-South traffic problem

Growing and need solving — But, there are alternatives!

— Please have the wisdom and the courage to make the right decisions. — decisions that will be long remembered. Please, live up to what we expect of you! Don't be swept into the bin as "typical politicians" you deserve better, and so do we and so do those who will follow us some day —

Very sincerely,
Drucilla Lamkey
404 N. Washington St.
Wheaton, 60187

P.S. Please enter my testimony into the hearing record
D. L.

632 S. 10th Ave.
LaGrange, IL 60525

July 28, 1983

Senator Steve Symms
Senate Environment and
Public Works Committee
410 Dirksen Senate Office Building
Washington, D.C. 20510

AUG 1 1983

Dear Senator Symms:

I am opposed to any interference with the Morton Arboretum, even five acres at the southeast corner, which,,by the way, includes a glacial lake that is an important nesting area. The arboretum is too valuable a sanctuary for research, education of adults and children, peace, beauty, tranquillity, and for nesting birds.

Please enter my testimony into the hearing record on Senate Bill 524.

Sincerely,

Linda Lauterbach

Linda Lauterbach

July 24, 1983

AUG 1983

This letter is in regard to the Morton Arboretum in Lisle.

I am vehemently opposed to the continued encroachment on the arboretum. You must not allow the highway to be built in or around the arboretum. It is like an oasis in the midst of heavily populated suburbs & cities.

Please enter my testimony into the hearing record, Senate Hearing on S.524

Mrs. Lillian Lela
906 69th St.
Darien, Ill. 60559

Thomas and Mary Lesica
4331 Dubois
Brookfield IL 60513

Senator Steve Symms
Senate Environment and Public
Works Committee
410 Dirksen Senate Office Building
Washington, D.C. 20510

AUG 1 1983

Dear Senator,

Please enter our testimony into the record of senate hearing on S-524.

We are opposed to the building of any road way which world in any way harm the Morton Arboretum. We can not believe that progress is so dear as to be obtained at the price of destroying a natural museum such as the Morton Arboretum. The loss of five acres would only set a dangerous precedence that world lead to the total loss of the Arboretum in the future.

Sincerely,

Thomas Lesica

Mary Lesica

TO BE ENTERED INTO THE RECORD

July 30, 1983

AUG 8 [illegible]

This writing is my testimony in protest of the possible use of Federal funds to build a new tollway, FAP 431, in DuPage County, Illinois. I am opposed to this legislation (S. 524) on grounds both environmental and economical.

First, the environmental considerations: As it is now planned, FAP 431 would cut off a portion of the southeast corner of The Morton Arboretum, amounting to a loss of about six acres. These six acres include Puffer Lake, the only naturally-occurring lake on the Arboretum grounds; and I may add, one of the few natural lakes in DuPage County. Because of its location in an isolated corner of the Arboretum, Puffer Lake is a stopping-over place for many species of birds, including waterfowl, hawks, and small passerine birds, some of which are rare.

A slight change in the tollway plan has been proposed which would not involve the destruction of Puffer Lake and the loss of this Arboretum acreage; that is, the construction of a berm along the eastern edge of the Arboretum, which would move the roadbed farther east and supposedly protect Puffer Lake and its surrounding area from the constant noise of traffic. However, this would still not be enough to protect the ecosystems of the Arboretum from the adverse effects of the new tollroad; no berm is going to alleviate two other problems which will obviously occur once it is built: increased air pollution and flooding.

Plants on the Arboretum grounds have already suffered from increased levels of carbon monoxide in DuPage County air over recent years. Very near the proposed tollway route, and north of Puffer Lake, is an area known as "the east woods", which is one of the finest native sugar maple forests remaining in the county. These are extremely rich woods, with an understory of young maple saplings, a diverse spring flora, and leaves which turn brilliant colors in the fall. An extensive system of both roads and hiking trails winds through the entire area, and on spring and fall weekends crowds of people drive or walk through these woods, enjoying the display of spring wildflowers or autumn colors in their respective seasons. Already, in the past few years, there are on some days a coating of black soot on some of the leaves in these woods, and the air is sometimes noticeably difficult to breathe. The plants in this community (and the human visitors!) are under stress from the levels of carbon monoxide as they now are; a nearby tollroad under heavy use will only exacerbate this problem. And not only the east woods would be affected; trees on the entire Arboretum grounds, nearby forest preserves, and neighboring communities of family dwellings will also suffer.

Flooding is another problem. When I moved to DuPage County 25 years ago, it was a rural area with many farms and large expanses of green fields and woods. As the years went by, however, many companies began moving out of the city to the surrounding suburban area, and the farms disappeared one by one as more land was put under concrete and asphalt for new office buildings, subdivisions, and highways. About ten years ago, residents of my community became aware that there was an increasing problem with flooding. Rain falling on concrete can clearly not be absorbed into the soil any more, and so it must run off — and of course it runs off downhill, to collect in homeowners' lawns and basements. Flooding has become so much more prevalent in the neighborhood where I live that earlier this summer, my nextdoor neighbor's and my own basement were flooded for the first time — and we are not on low land. Construction of a new multi-lane roadway like FAP 431 would create even more flooding, the extent of which is as yet unimaginable. We who live in the south Glen Ellyn area do not want to go the way of the part of Elmhurst near Route 83 in northeastern DuPage County, where the homes are flooded out every time it rains!

Second, some economic considerations: The costs of building this new tollway have gone up and up over the years, until it is now several millions of dollars. This money could be so much better spent elsewhere! DuPage County is still paying through the nose for tollways that were built many years ago. DuPage County has more miles of tollways and fewer miles of freeways than any other county in the State. We do not need any more!

A proposed alternative to FAP 431 is to widen the original Route 53 to four lanes all along its length. This should have been done several years ago, but it can be done now for 25% of the cost it would take to build FAP 431. Some officials have complained that merely widening 53 will not accomodate enough traffic — my opinion is, try it first, and then see, before spending government money to construct new roads. Recent studies have shown that traffic is not increasing at the immense rate that was expected when FAP 431 was first proposed. The way traffic is now and will be can easily be handled by a widened 53. FAP 431 is an idea whose time has passed.

I hope that the Senate Environment and Public Works Committee will give their very thoughtful consideration to this letter and the other letters they have received on this subject; and that they will remember that no other arboretum or botanical garden in the nation has been asked to endure or give up as much as The Morton Arboretum already has. Remember, when the decision is being made, that this Arboretum is not solely the concern of DuPage County or the State of Illinois, but is an internationally known and respected institute of botanical research, with some of the best outdoor plant collections in the nation; and any damage to this place by unnecessary construction of a new tollroad will be suffered not just by us of the surrounding community, but by people of the nation as a whole.

Signed
Linda Lobik
Linda Lobik

Concerned citizen
and botanist

22 W 681 Tamarack Drive
Glen Ellyn, Illinois
July 28, 1983

Dean Hamilton
U. S. Senate Committee on
Environment and Public Works
Wakhington, D. C. 20510

Dear Mr. Hamilton:

Please enter this testimony in the record about Senate Bill 524. (Tollroads in Northeastern Illinois) as strongly opposed.

The tremendous increase in pollution to this couhty of DuPage will have far reaching and very detrimental effects on the health of its citizens from the increased traffic .

This state has not adoped auto emission testing as has been recommended by the Environmental Protection Agency. The E. P. A. has stated no federal funds for the highways in the state uhtil such testing is accomplished.

Furthermore, Federal funds for a tollway are double taxation and would also set an unfortunate precedent. The citizens of DuPage Co; would be paying twice for the use of a tollroad.

Where the proposed tollway is planned, is located one of the most beautiful Arboretums in the country, Morton Arboretum at Lisle. Research in arboraculture, tree deseases, etc. are carried on continually. The impact of such a Tollroad on its eastern border would be most detrimental to this green space. It already suffers from the East-West Tollroad just off its southern border.

The need for the Elgin-Ohare tollway is highly questionable (also in S.B. 524) since tollway already operates in that vicinity, Chicago to Rockford, passing right through Elgin.

Thankyou for including these important points in the record.

Sincerely yours,

Margaret C. Lobik

Margaret C. Lobik
(Mrs. Paul)

from . . . W. E. LOFTUS Date 7/26/83

to Senator Steve Symms - S. 524

UL 28 1983

I am against extending highway FAP 431 in Dupage County. It will ruin the Morton Arboretum which is already surrounded by large highways. Please enter this into the hearing record.

W.E. Loftus
5115 HAWTHORN
LISLE, IL. 60532

"To Be Entered into the record."

426 E. Prairie
Wheaton, Il. 60187
July 13, 1983

Sen. Steve Symms
Senate Environment & Public Works Comm.
410 Dirksen Senate Office Bldg.
Washington, D.C. 20510

Dear Sen. Symms:

I am sincerely opposed to Senate Bill 524 regarding the use of federal funds to finance tollways in Illinois; and I strongly urge that our scarce tax dollars be spent in the most cost-effective way, that is, upgrading and maintaining our existing roads.

As a members of the Morton Arboretum, the greatest natural treasure of DuPage County, I would not want any permanent damage to come to it!

Sincerely,
Mary V. Lorentsen

TO BE ENTERED INTO THE RECORD

AUG 3 1983

Dear Senator Symms.

Please oppose S-524, the legislation regarding use of federal funds to finance tollways in Illinois. I am particularly opposed to the proposed freeway by the Morton Arboretum - We - as a family, visit there several times a year to watch the seasons change - birds, ducks, little creatures that can still roam with no harm all the nature and wildlife that is there for us to enjoy.

If we lose our lake there, our vegetation and our birds, ducks and animals due to exhaust fumes our area will lose a little more sanctuary, a little more of the peace that we all need once in a while to survive.

Have you ever been there? Do

you realize what we can lose?

Thanking you for any help you will give to opposing S-524

Mrs. Robt. Maciaszek
5200 So. Menard
Cgo Il 60638

management programs, inc.

JUL 25 1983

July 19, 1983

Senator Steven Symms
Senate Environment and Public Works Committee
410 Dirksen Senate Office Building
Washington, DC 20510

Dear Senator:

I am writing this letter to tell you of my concern for and opposition to FAP 431 and the resultant North-South Tollway that would follow passage of that bill. Preservation of areas like Morton Arboretum must be a high priority in terms of our obligation to present and future generations. Loss of five acres and the resultant effects of a high volume highway endanger the Arboretum. I urge you to find another solution.

Would you please have my feelings on this matter entered as part of the hearing record. Thank you very much.

Sincerely yours,

Thomas C. Laughlin

Thomas C. Laughlin
President

TCL:tm

p.o. box 72 • glen ellyn, illinois 60137 • 312/469-1719

330 River Glen
Elmhurst, IL 60126
April 5, 1982

The Elmhurst Press
Editor
112 South York Street
Elmhurst, IL 60126

Dear Editor:

Sponsored by the Elmhurst Homeowners Association and by the Graue Woods Homeowners Association, on Saturday, April 3, 1982, Albert Fremer, of the STOP 83 Coalition, addressed the City of Elmhurst Public Works Committee on the subject of how the Illinois Department of Transportation's proposed widening of Route 83 from I-290 to I-55 might affect the City of Elmhurst.

During his hour-long fact-filled slide presentation in the City Council Chambers, Mr. Fremer raised several valid questions. Among them: How can the State of Illinois Department of Transportation continue to support a plan for the development of Route 83 when:

1) only 4 out of a total of 29 intersections are deemed by the IDOT-sponsored Benes and Associates consultants' report to be inadequate to handle traffic, and when

2) the population projections and employment projections which the Benes Report uses to justify the proposed widening have been revised downward, and when

3) the Benes Report projects traffic volumes on a proposed future 6-lane Route 83 versus the current 4-lane Route 83, thus comparing apples and oranges? (For a valid comparison, only one variable should change. One should compare the future 4-lane Route 83 with the current 4-lane Route 83.)

Also among the questions Mr. Fremer raised was the following: Is the State of Illinois Department of Transportation seriously considering all the alternatives to widening Route 83 to 6 lanes the entire distance between I-290 and I-55? In other words, is IDOT really considering all the following alternatives: 1) No build, saving the State of Illinois a significant expenditure of money, 2) No build and re-allocating the limited appropriated funds to the improvement of FAP 431, the extension of Route 53 southward to link northern and southern DuPage County with an arterial system at its center, 3) Improve the existing arterial system, 4) Build a freeway system, 5) Build an expressway system, or 6) Improve only selective intersections, as needed.

In this connection, Mr. Fremer indicated that the "STOP" in STOP 83 stands for "Study The Options, Please." It is hoped that the spirit of dialogue and cooperation engendered in the communities that the STOP 83 Coalition has addressed during the past year will encourage the State of Illinois Department of Transportation truly to Study The Options, Please.

Sincerely,

Dean E. March

Dean E. March

cc: Sigmund C. Ziejewski, District Engineer, State of Illinois
Department of Transportation

Darrell Wright, Benes and Associates, Oak Brook, Illinois

Robert T. Palmer, City Manager, City of Elmhurst

Abner Ganet, Mayor, City of Elmhurst

Paul DeWitt, Graue Woods Homeowners Association

Gregory Scheve, Elmhurst Homeowners Association

Jane Bartmann, Alderman, City of Elmhurst

Charles Smith, Alderman, City of Elmhurst

John Carroll, Alderman, City of Elmhurst
Public Works Committee

Albert Fremer, STOP 83 Coalition

330 River Glen
Elmhurst, IL 60126
March 24, 1983

Mr. Robert Smith
Editor
The Elmhurst Press
112 South York Street
Elmhurst, IL 60126

AUG 2 1983

Dear Editor: STOP 83 Coalition Update

For those whose homes and/or businesses are impacted by proximity to Route 83, the following summary of the position of the STOP 83 Coalition is presented as an update on an April, 1982 front-page story appearing in The Elmhurst Press.

The STOP 83 Coalition is a union of homeowners from the communities along the entire length of Route 83, united in opposition to the plans of the Illinois Department of Transportation (IDOT) to widen Route 83 from the present 4-lane highway to a 6-lane hiehway without the benefit of a complete Environmental Impact Statement showing any and all impacts on the communities involved, due to air and noise pollution, traffic diversion onto village streets, residential property devaluation, the loss of revenues in by-passed business districts and esthetics.

The STOP 83 Coalition has initiated a letter writing campaign to influence our State of Illinois representatives, village board trustees, aldermen and other local and state officials to stop IDOT's plans to expand Route 83 for the following reasons:

1) The Route 83 corridor in several communities, as Willowbrook, for example, is too narrow for a highway of the size proposed and, as a result, will create bottlenecks in the traffic flow rather than expediting it.

2) The expansion is an extremely-expensive solution to a rush-hour-only problem. The funds would be better spent elsewhere on badly-needed roads in the central and western parts of DuPage County, as, for example, on FAP 431, the extension of the sorely-overloaded Route 53 south of Addison to link I-55 in southern DuPage County with I-290 in northern DuPage County.

3) The DuPage County Regional Planning Commission has projected traffic volumes for Route 83 and the Tri-State Tollway for the year 2000 to be as follows:

	Route 83	Tri-State Tollway
Existing 4 lanes:	42,400 vehicles	107,600 vehicles
IDOT proposed expansion to 6 lanes:	71,000 vehicles	85,200 vehicles

It is evident that the DuPage County Regional Planning Commission projects a 67.5% increase in traffic volume on Route 83 and a 20.8% reduction in traffic volume on the Tollway due to the transference of 22,400 vehicles of Tri-State Tollway traffic onto Route 83, with 6,200 additional vehicles coming onto Route 83 from other previous alternates.

4) Noise and pollution levels will increase with a "build" (expansion) situation. If heavier trucks are allowed on Illinois highways, this will further increase noise levels. No satisfactory or sufficient noise abatement measures have been guaranteed. The state's own noise study shows that hundreds of additional homes will be negatively impacted by noise if Route 83 is expanded.

5) DuPage County has already reduced home assessments for properties immediately adjacent to Route 83 on account of economic obsolescense due to the existing highway. Expansion of Route 83 at major intersections, which eliminates or severely restricts access to village business districts during an estimated minimum-two-year construction period, would greatly affect our village businesses. With reduced sales tax revenues from these sources, where will money to run our villages come from?

Therefore, in view of these serious problems that the proposed IDOT expansion of Route 83 would create, the STOP 83 Coalition urges you to write to your elected representatives in order to voice your opposition to this expansion and your support of the "No Build" alternate.

Sincerely,

Dean E. March

Dean E. March

cc: Sigmund C. Ziejewski, District Engineer, Illinois Department of Transportation

Abner Ganet, Mayor, City of Elmhurst

Robert T. Palmer, City Manager, City of Elmhurst

Jane Bartmann, Alderman, City of Elmhurst

Charles Smith, Alderman, City of Elmhurst

Paul DeWitt, President, Graue Woods Homeowners Association

Gregory Scheve, President, Elmhurst Homeowners Association

James "Pate" Philip, Illinois State Senate

Lee Daniels, Representative, Illinois House of Representatives

Herbert "Bud" Loftus, Illinois House of Representatives

Honorable James R. Thompson, Governor of Illinois

Charles Percy, United States Senator

Gene L. Hoffman, Illinois House of Representatives

Albert R. Fremer, Chairman, STOP 83 Coalition

July 27, 1983

Senator Steve Symms
Senate Environment and Public Works Committee
410 Dirksen Senate Office Building
Washington, D.C. 20510

AUG 1 1983

Dear Senator Symms:

I must express my opposition to Bill S 524, as introduced by Senators Charles Percy and Allen Dixon, to allow the use of Federal funds for new highway construction in Illinois.

Specifically, as a resident of Glen Ellyn, Illinois (DuPage County), I am totally opposed to FAP 431, the north-south tollway that would result from the passage of this bill.

If approved, this road would extend through Churchill Woods in east central Glen Ellyn, and through the famed Morton Arboretum, located immediately south of Glen Ellyn, both of which are irreplaceable nature preserves.

I am aware that Senator Percy has asked John Kramer of the Illinois Department of Transportation to give all possible protection to the Morton Arboretum. However, if we are realistic in our appraisal of this situation, we must realize that any encroachment allowed will affect the delicate balance of these areas, and ultimately, will lead to their total destruction.

Even though my job requires that I travel extensively in the Chicagoland area, spending a great deal of time on the tollway and expressway system, there is no way I could justify extending a road through land that has been preserved for public enjoyment and recreational purposes.

Land is such a precious commodity, please help us to preserve what little remains. Instead of extending FAP 431, let's make the necessary improvements to the existing Route 53 as quickly as possible.

Sincerely,

Leland F. Marks

Leland F. Marks
475 Hawthorne
Glen Ellyn, Illinois 60137

P.S. Please enter this testimony into the official hearing record.

cc: Senator Charles Percy
Senator Allen Dixon

July 30, 1983

AUG 1 [illegible]

Senator Steve Symms
Senate Environment and Public Works Committee
410 Dirksen Office Building
Washington, D. C. 20510

Dear Senator:

Please accept this as my plea that the bill, S.524, should be deleted of any provision that Federal funds be used in the construction of FAP 431 that would jeopardise in any manner that bit of God's Garden of Eden identified as MORTON ARBORETUM.

I am a retired Government employee, as well as a veteran of World War 1, and the benefits which I enjoyed prior to retirement included an annual vacation at Copper Harbor, Michigan. The scenic beauty of Lake Superior and the forests enroute and at Copper Harbor rested and inspired my family and me. The smell of fir logs burning in the wood stoves during the first years of our annual trip remain as wonderful memories. As years passed and more and more tourists journeyed to the Keneewaw Peninsula, the foliage lost its natural beautiful colors and faded or died as a result of the fumes generated by the heavy automobile traffic. Also, the entire Upper Peninsula of Michigan became fertile territory for noxious weeds, e.g. Goldenrod, which in itself is pretty, and Ragweed, which is not, and the area which had been a haven for Hay Fever victums, lost its immunity. I and many others were forced to try to find some other relief from our allergies.

We found a wonderful spot in Du Page County in the suburban unincorporated area south of Glen Ellyn and adjacent to Morton Arboretum which became our Copper Harbor and always rejuvenated our spirits. Morton Arboretum is a sanctuary not only for trees and other foliage but for human beings. Millions enjoy its natural beauty and great variety of trees and plants. And it is available to all, including senior citizens with greatly reduced incomes.

PLEASE enter my testimony with the multitudes of others who find peace at Morton Arboretum into the hearing record.

Sincerely and Prayerfully,

Harold A. Martin

Harold A. Martin
15 Forest Hill Drive
Apartment 102
Glen Ellyn, IL 60137

JUL 27 1983

6245 Leonard
Downers Grove, IL 60516
July 25, 1983

Senator Steve Symms
Senate Environment and Public
  Works Committee
410 Dirksen Senate Office Building
Washington, D.C. 20510

Dear Senator Symms:

I am writing with regard to FAP 431. Due to a somewhat dim petroleum future, the time has come to think in terms of public transportation and not in terms of more gasoline usage.

Equally important is my concern regarding the Morton Arboretum. Let us get our priorities in order. Years from now that roadway will be useless but, hopefully, the peace and serenity of the Arboretum will have been preserved.

Thus please be informed that I am unalterably opposed to the construction of FAP 431 as either a freeway or tollway. I am requesting that my opposition be included in the official record of the July 6, 1983 public hearing on S524.

Sincerely,

Barbara Jane Messler

Barbara Jane Messler

NATIONAL ARBORIST ASSOCIATION, INC.
3637 STRATFORD ROAD, WANTAGH, NEW YORK 11793 • TELEPHONE (516) 221-3082

ROBERT FELIX
Executive Vice President

AUG 4 [illegible]

August 2, 1983

The Honorable Steven Symms
410 Dirksen Senate Office Building
Washington, D.C. 20510

Dear Senator Symms:

The National Arborist Association is a trade association of commercial tree service firms spanning the United States. We are the people who care for the trees of the urban forest.

Senators Percy and Dixon of Illinois have introduced Senate Bill S. 524, which would allow the use of Federal funds for new tollway construction in Illinois which will have severe impact on the Morton Arboretum.

We cannot condone this unnecessary destruction and wish to register our opposition to this legislation.

Yours truly,

NATIONAL ARBORIST ASSOCIATION, INC.

Robert Felix

Robert Felix
Executive Vice President

RF/db
cc: Lee L. Lesh
Robert Mullane

July 27, 1983
921068

5875 Katrine
Downers Grove, IL
60516

JUL 29 2 10 AM '83

410 Dirksen Senate Office Bldg.
Washington, D.C. 20510

Re: Opposition to FAP 431

Dear Senator Symms:

I am opposed to FAP 431 for two reasons:

1. It will only be two blocks from my home;
2. It will impact negatively on Morton Arboretum, a beautiful + rare haven for both people and wildlife.

The quality of life will be lessened for my family because of the addition of noise, glare of the lighting, carbon monoxide and lead pollution, which would all be thrust upon us.

Route 53 is only congested at rush hour. Otherwise, there is no problem of accessibility in traveling from one suburb to another. It will only aid interstate trucking, not our communities.

I envision another ugly "Dan Ryan"!

Please include my sentiments in your record of the Senate Hearing on S. 524.

Thank you.

Yours truly,
Iris Nedas

July 20, 1983

JUL 25 1983

Senator Symms;

I could not attend the hearing at the County complex but I work out there and saw all the interested people going in. I was very pleased to see so many against the proposed highway as it stands. We who live in Du Page must do everything to preserve our natural areas. I feel it is impossible for the Arboretum to remain the sanctuary it is if we slice off here and there for what we call progress. Progress, as such, can be so destructive and in this case we cannot repair the damage done. Please enter my objections as part of the record on Senate bill 524.

Mrs Cleo Nelson
537 W Evergreen
Wheaton Il 60187

Attention:
Nadine Hamilton
Reg: comingling of federal funds for tollroads.

My name is Pam Nicholas & have lived in Illinois all my life. I feel very strongly about my home & its future & progress. I am 23 years old & have many built up feelings regarding comingling. Please include my letter in the record regarding S524 & HR2102.

Bill S524 & HR2102
Senate Environment & Public Works Committe

The definition of Pollution is when more foreign material is put into a system than the system can tolerate. We know this is happening now. The effects of air pollutants are thought to be a major cause of death tolls that have occurred during smog disasters in Los Angeles. Death from oxygen deficiency occurs if a person is exposed even to low concentrations of the colorless & odorless gas, carbon monoxide. Carbon monoxide combines more readily with hemoglobin in the red blood cells than oxygen gas does, and thus it prevents the hemoglobin from carrying oxygen. Carbon monoxide occupying the hemoglobin molecules causes a reduced oxygen supply to the cells & thus the heart must work harder, as must the other components of respiratory & oxygen-transporting mechanisms (lungs, diaphram, & other muscles). These effects put a strain on people who live in atmospheres containing high amounts of carbon monoxide. Chronic respiratory diseases such as bronchitis & emphysema are caused by oxides of sulfur which cause coughing & choking. The effects of these polluants are affecting flora & fauna. Many species of flowers, shrubs, & trees are unable to thrive or even survive in a city such as Los Angeles. ~~Agg~~ Agricultural crops & mountain pine forests as far as 100 miles from L.A. civic center are being danaged or killed. In late 1970, an aerial survey showed 261,000 Ponderosa pines had been damaged by smog. The Ponderosa pines are located in the Angeles National Forest, which borders Los Angeles.

Not only are pine community food webs & other biological relationships being altered, recreational & lumbering activities possible in such areas will undoubtedly change with the drastic loss of the dominant tree species.

This is Not Progress!

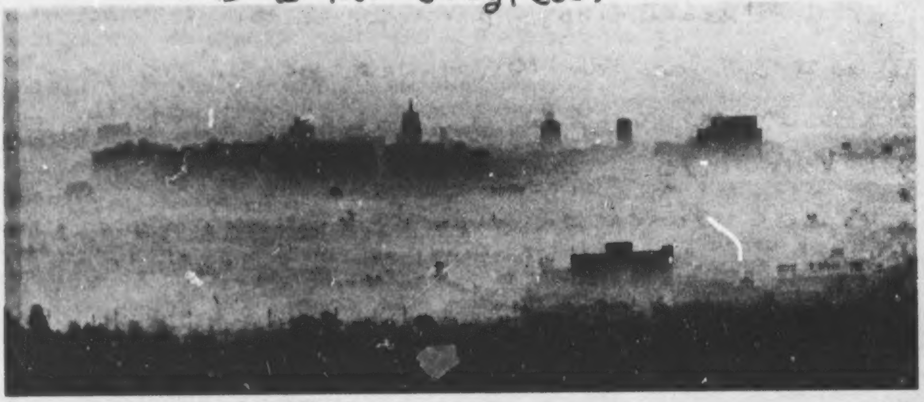


FIGURE 5–10

Smog over Los Angeles, California.

I don't want my State to become like LA. I want my tax money to go to Progress! Progress is transportation but not with such ill-effects as mentioned above, Progress is ~~[illegible]~~ moving people where they want to go in a ~~timely~~ prompt fashion, safe, quiet, clean fashion. Of course there is No perfect way but I think there is a more efficient way than figure 5-10. Our commuter trains are very prompt, safe. & I sure if we weigh the. ~~[illegible]~~ mass abundance of cars Need to transport the # of people a commuter train can transport the trains are much cleaner & possibly safer. Trains are certainly more relaxing.

In elementary grade levels children are being taught about pollution, the need for excercise, we are taught we Need space & privacy. I was told in highschool that is why we have various rooms & doors. I was taught in grade school, high school. & Now college about pollution. Senators & Congressmen please show creativeness, find an efficient way to move people in an enviornmenally sound fashion.

As an adult (23years) I am not happy, I am confused & frustrated. I'm taught and preached about pollution, mistakes made by businesses, & government, & citizens & we continue to maker more of the same mistakes. L.A. is inexcusable. Open your eyes & see how the car is a convience & a great progress to a particular point. If we are growing as rapidly as people in favor of new highways are please know we will outgrow a six-lane tollroad. Look deeper into the problems & solutions. Don't be lazy use effort & my tax money to help human-kind instead of solely the business ~~wol~~ world.

Sincerely,

Pam Nicholas
6716 Woodridge Dr.
Woodridge, Il 60517

(312) 852-4953

Sources

Emmel, Thomas C.
Worlds within Worlds, Harcourt Brace Jovanovich, Inc., 1977.
Library of Congress Catalog Card #: 76-43226,
DuPage County Regional Planning Commission Profile 1983 & 1976.

Enclosed are figures in 1979 dollars for FAP 431 & widening Route 53.

~~My opinion~~

Ill 53 study

Ill 56 (Butterfield) to Royce Road
Bowling Brook

Proposed scope of work — Widening to 2 lanes in each direction with a mountable median & curb & gutter

Total cost ± 33 million -estimate

8.2 miles

85% FHWA
15% State } Ill 53

'79 dollars

FAP 431

# I-290 to Army Trail & at US 20	15.0 Mil
Army Trail to Ill 56	98.0 Mil
Ill 56 to I-55	151.0 Mil
Construction Costs	264.0 Mil.
(ROW costs	± 30.0 Mil)

↖ right-of-way costs (± 294 million) total

(1979 dollars)

July 21, 1983

Edward & Linda O'Mara
1S.741 Park Blvd.
Glen Ellyn, Il. 60137

Senator Steve Symms
Senate Environment &
Public Works Committee
410 Dirksen Senate Office Bldg
Washington. D.C. 20510

JUL 25 1983

Senator:

Please enter this testimony in the record of the Senate Hearing on S. 524 regarding federal funds to violate the unretrievable sanctity of the Morton Arboretum by building FAP 431.

Don't let it happen!! In the name of progress and growth we cannot take 5 acres in the southwest corner of the gift to all DuPage County, Illinois and thereby further contribute to the destruction - now possible in 10 or 20 years - of this gift of nature.

How many times have those very legislators driven thru the Morton Arboretum at dusk – sanity and tranquil peace amidst the county determined to ignore the pleadings of those who see it's potential to be a *pacesetter* for *the nation* in its intelligent blend of natural & man-made environment?

Have you *been* there? Do you see what a high volume road will do? Why are you taking this chance? We, *the people*, ask you to save the Morton Arboretum.

Sincerely,
Linda & Edward O'Mara

To be entered into the record of the Senate hearing on S-524

My name is Karla Patterson. I live in Naperville, Illinois (DuPage County) and have considered it my home for nearly 30 years. I have a Masters of Science in Ornamental Horticulture and am employed in both commercial and non-profit horticultural activities. I am writing in opposition to Senate Bill S-524 and the tollway construction, FAP 431, that would result if this bill is passed. My perspective is that of a professional horticulturist, taxpayer, commuter, and resident.

I oppose S-524 and FAP 431 for four major reasons. 1) The construction of a six-lane highway around the eastern and southern boundaries of the Arboretum will cause irreparable damage to the Arboretum and its programs of education and research. 2) FAP 431 will not alleviate the local traffic problems of DuPage County. Less costly and more effective alternatives are available. 3) The use of federal monies to construct intrastate tollways is an unjust application of federal tax dollars. 4) This legislation has not been considered for the full impact it will have on the future well-being of this community and others like it. My opposition is further detailed below.

1) IRREPARABLE DAMAGE TO ARBORETUM

* The chemical and audial pollutants of a super highway in the near vicinity of the Arboretum's sugar maple - oak forest will immediately degrade and eventually destroy this resource for research and teaching purposes. It is inevitable that a cloverleaf access between FAP 431 and Route 5 will be constructed, putting even more acreage in the "useless" category.

* Present Arboretum funding for applied horticultural research on tree and shrub pest control and stress resistance, so important to the landscape industry, will have to be diverted in an attempt to buffer the remaining land and heal the scars of construction. Programs to inform and train professionals in the care and long-range planning of healthy environments will be shelved.

* The Arboretum is one of the few places in this country that uses its special combination of natural landscapes and man-managed landscapes to teach the application of native landscape ecology to urban landscape planning and maintenance. This method is the only answer to the long term health of our natural environment. FAP 431 will impair and in some cases destroy the Arboretum's ability to do this.

* Once again(as happened with Rt. 53 and Rt. 5) government will set an example of indifference to the documented need for the preservation and maintenance of a unique cultural institution, and its open space, so wisely used for the benefit of the public at no cost to them.

2. FAP 431 WILL NOT SOLVE LOCAL TRAFFIC PROBLEMS, WHILE LESS COSTLY METHODS WILL

* Limited access tollways are used by commercial "through traffic", not by suburbanites commuting to work and shopping in nearby communities. Proposed access at the northernmost and southernmost points will do nothing to alleviate the bulk of the traffic which congregates in the center portion near Rt. 5, Ogden Avenue and Butterfield Road.

* Major repairs and the widening of Rt. 53 would cost 75% less than the tollway and would alleviate the major north-south congestion problem at no cost or damage to the Arboretum.

* Rather than use highway funds for FAP 431, the money could be diverted to the improvement of a variety of connecting arteries: the widening, repair and extension of Naperville Road from Wheaton south through Naperville (Naper Blvd.) to 75th Street, the widening and improvement of Washington Street (Naperville) from 75th St. south to I55, the widening of Yackley Road (Lisle) from Warrenville Road to 75th Street, the widening of Findley Road (Downers Grove) from Butterfield Road south to Ogden Avenue. These are all less costly, and in conjunction with improved light synchronization would radically improve the flow of north-south traffic.

3) UNJUST APPLICATION OF FEDERAL TAX DOLLARS

* People in Florida and Oklahoma should not be paying for a road in DuPage County. Intrastate highways should be funded by the people of the state which they service.

* The use of taxes to build a tollway means that the user pays twice. As of this month I am paying an additional 11 1/2¢ per gallon of gasoline for the privilege of using highways. This charge is enough!

4) CONSIDER THE FULL IMPACT ON THE FUTURE OF THIS COMMUNITY AND OTHERS LIKE IT

* The local mayors and managers see FAP 431 as an avenue to continued growth and progress, but is this what's best for the future well-being of the community? The western suburbs already have a high degree of wealth. Growth would not be progress, it would be the Peter Principle in action in urban development. Growth would only lead to new problems of worsened congestion and a lowered quality of life. Evidence the increase of flooding and inadequacy of sewage/water treatment resulting from rapid urban development, not to mention an increase in crime and pollution. Uncontrolled growth destroys the original reasons people had for moving to the suburbs. Progress should not be equated with growth, but with the well-planned, optimum use of existing facilities.

* This legislation would entrench our community mentally and physically in the age of the automobile, with no thought to the future of public transportation. Our leaders should be setting an example of forward thinking in this area, laying plans for the best possible forms of modern, clean and safe public transportation, and the types of public education programs that would make public transportation successful.

* In all serious matters, the experts are consulted. In the case of FAP 431, the experts on the environmental impact to the Arboretum and the surrounding community are the professional staff members of the Arboretum. It is unfortunate that their expert opinion is given so little value, for they have stated what the future holds in no uncertain terms.

> "If the surrounding communities and other governmental agencies do not cease impacting the Arboretum, I predict that in the next twenty years the oak forests will disappear, leaving an environment which will support a limited number of horticultural materials requiring intensive care in response to outside forces."

This is not a future I care to be a part of.

303 Woodstock Avenue
Glen Ellyn, Illinois 60137
July 31, 1983

Honorable Senator Steven Symms
Chairman
Senate Enviroment and Public Works Committee
410 Dicksen
Senate Office Building
Washington, D. C. 20510

AUG 8 1983

Dear Senator Symms:

This is in regards to Senate bill S524 dealing with the proposed use of federal funds for the building of tollways. Thank you for allowing additional testimony be entered into the record up until August 4, 1983. With due respect I request that this be entered into the record.

I am against the use of federal funds for the construction of tollways. If this bill is passed it would mean double taxation on those individuals who would use the tollway. We would first help pay for the tollway by paying federal taxes and then in turn be charged a toll for the "privilege" of using the tollway.

Secondly, the tollway would come under the jurisdiction of the Illinois Tollway Board which is a non-elected governmental body. Thus if this body decides to raise the toll fare I have no remedy for removing them from office yet my federal tax dollares were used to construct the tollway. I firmly object to the use of federal tax dollars to build a tollway in which a few individuals who are non-elected have control over the tollway.

On a local basis I favor the widening of Illinois state route 53 to four lanes. It is my belief that this will solve the basic traffic problem while doing minimum damage to the enviroment. Finally, I firmly believe that the tollway will cause irrepable damage to the Morton Arboretum based on the testimony of the Morton Arboretum officials. We cannot afford to damage the "quality of life" for the purpose of serving the needs of such special interest groups like the construction industry.

I look forward to closely following this bill in the Senate. I can assure you that even if the bill passes and the State of Illinois decides to build the tollway there will be continued strong resistance to the tollway.

Thank you for the opportunity to express my opinion.

Cordially,

Dear. Sen. Steven Symms.

Please enter my testimony in the hearing record against the bill for a new highway going threw the Morton Arboretum. So many people have enjoyed it & I feel it would be a crime to destroy it in any way. Thank you for being against this bill.

JUL 25 1983

Sincerely,
Debra Prince

1115 E Royal St George
#101
Naperville, Il 60540

2671-63rd Street
Downers Grove
Ill. 60516
July 30, 1983

Dear Senator Symms,

I am opposed to the construction of FAP431 as either an expressway or a tollway because of the pollution, congestion and noise.

I would like my comments to be included as part of the official hearing on SB 524

Thank you.

Mrs. Jane Roberts

July 22, 1983
6003 Fairmont Dr
Woodridge, Illinois
60517

Senator Steve Symms
Senate Environmental & Public Works Committee
410 Dirksen Senate Office Building
Washington, D.C. 20510

JUL 28 1983

Dear Senator Symms:

Enclosed is a statement I would request be entered into the public record of the August 4, 1983 hearing regarding S524 before the United States Senate Environment & Public Works Committee, Transportation Subcommittee.

Thank you.

Sincerely,

Patricia M. Robertson
James M. Robertson Jr.

July 22, 1983
6003 Fairmont Dr
Woodridge, Illinois 60517

Senator Steve Symms
410 Dirksen Senate Office Building
Washington, DC 20510

Dear Senator Symms;

As a private citizen of the village of Woodridge, I feel the construction of FAP 431 would be inadvisable for our village as well as our citizens for the following reasons:

1) Increased noise and pollution
2) Decreased property value
3) Physical barrier of effective police and fire services
4) Separation of our residential community
5) Increase crime rate with increased traffic to our area
6) Harmful effects on the environment of Morton Arboretum
7) Financial burden on State and or Federal Government

In my opinion Highway 53 improvement would be ample for this area.

Thank you very much for submitting this testimony in a matter threatening our village.

Sincerely,

Patricia M Robertson
James M Robertson Jr.

July 23, 1983

Senator Steve Symms
Senate Environment & Public Works Committee
410 Dirksen Senate Office Building
Washington, D.C. 20510

JUL 28 1983

Dear Senator Symms:

I am submitting this testimony (to be entered into the record) as a citizen, not affilliated with any organization. I am against S-524.

I oppose the construction of FAP 431 for three primary reasons: 1) improper use of federal funds, 2) destruction of part of a landmark museum, and 3) non-repair of a road which will still need repair and improvement after FAP 431 is built.

IMPROPER USE OF FEDERAL FUNDS

Use of federal funds to construct a tollroad penalizes me and all motorists in Illinois. Motorists must now pay increased federal and state gasoline taxes just to drive on existing highways and expressways. Using these funds to build a road which we motorists must pay again to drive on is absurd.

I understand that federal funds for tollway construction has never been used before. And, rightfully so. It appears the federal government now has too much money from this new tax. First priority should be to fix and improve existing bridges and highways, then new construction.

DESTRUCTION OF PART OF A MUSEUM

The tollway if constructed as planned will destroy part of the Morton Arboretum. It is an old, established museum of wooded plants and trees. This museum serves in particular the people of the Chicagoland area and Illinois just as the Museum of Science and Industry and the Museum of Natural History located in Chicago. Citzens of Illinois and other states frequent the Morton Arboretum for its beauty and educational nature, just as they visit other Chicago museums. The Morton Arboretum is well known nationally as well as internationally.

Just as it would be wrong to take part of the west wing of the Museum of Natural History so Lake Shore Drive in Chicago can have less congestion, so also it would be wrong to take part of the Morton Arboretum museum to build a roadway. The original designers of Lake Shore Drive in their wisdom decided to "GO AROUND" this museum and Soldiers Field.

I suggest members of the committee visit the Morton Arboretum to see and understand what this proposed useless destruction will do and the impact on this museum spoiling it forever for the people.

ROUTE 53 REPAIR/IMPROVEMENT REQUIRED ANYWAY

What FAP 431 is proposed to accomplish can be accomplished through repair and improvement of Route 53. And, it will cost less, be completed sooner and be looked upon with favor by motorists like myself who use Route 53 daily.

Congestion on Route 53 is cited as the major reason for proposed new construction. I suggest menbers of the committee actually drive Route 53 to personally observe the fixable problems of congestion. The problem is simple to see. Route 53 is a series of four lane segments that feed into two lanes and then feed into four lanes and then into two, etc. At these bottlenecks there is almost always congestion. The answer is simple, make Route 53 all four or six lane.

Additionally, because Route 53 is a major thoroughfare it feeds many communities. If FAP 431 were built and if motorists were to decide to pay tolls (doubtful) to drive on it, they would still need to drive on Route 53 to get home. The result---still congestion on Route 53.

It is for these reasons I oppose S-524 and the construction of FAP 431.

I know of many neighbors and friends who also oppose S-524 as I do. I have found no one to date who is favor of this construction. There is strong community opposition to FAP 431.

Sincerely,

Walter Sass

Walter Sass

Walter Sass
630 N. Ashbury Ave.
Bolingbrook, Illinois 60439

August 1, 1983

Senator Steve Symms
Senate Environment & Public Works Committee
410 Dirksen Senate Office Building
Washington, D.C. 20510

AUG 3 1983

Re: Opposition to S-524 and FAP 431

TO BE ENTERED INTO THE RECORD

Dear Senator Symms:

I wish to express my opposition to the passage of legislation that would result in the destruction of a portion of the property of the Morton Arboretum (located in Lisle, Illinois) for the construction of a highway.

The Arboretum is in fact an ecological SYSTEM - not a park. It is a system which enables people, young and old, to observe how living things interact. In addition it is a center for the education of thousands of area children. It should not be reduced in area in any way. If anything it should be increased. A reduction in the SYSTEM would be the deliberate diminution of an educational facility.

I am unconvinced that the highway planners cannot find alternatives. It is real-estate interests' who are involved in this dispute and not what's right or good for the public.

I am very uneasy by what seems to be the hostility of the Reagan Administration to any, and all things environmental. James Watts has done his best to give public lands to private interests. Now -- again under a Republican move -- we have people who wish to destroy private land under the guise of giving something to the public.

Please enter my name with those who oppose this legislation.

Sincerely

Mel A. Schmidt

Melvin A. Schmidt
1014 Aurora Way
Wheaton, Illinois 60187

To be entered into the record

August 1, 1983

Dear Senator Symms, AUG 4 1983

I live approximately seven miles from the Morton Arboretum; my husband and I go there for quietness and undisturbed peace approximately three times a week every week of the year. I have frequented the Arboretum since I was a child, 40 years ago, and have hiked all available trails and am familiar with most of its many habitats.

I am opposed to s-524 regarding building of this proposed tollway FAP 431 for a number of reasons:

1. The proposed tollway would destroy a glacial lake and a bird sanctuary, and cut right through a natural maple forest.

2. The entirety of the Arboretum's East side(which comprises most of the Arboretum's acreage) would be adversely effected by the presence of this road. I am not a biologist, but I do know that the construction of such a road there would further damage the water table and greatly upset the delicately balanced ecosystem that exists there.

3. The noise level from the traffic volume would totally prohibit any persons such as myself from finding any quiet there. There is already one tollway bordering one edge of the Arboretum(Rt. 5- East-West tollway). A lot of open, unplanted land separates that road from the planted borders of the Arboretum. But the noise level extends into the preserve for acres. The addition of another such road would have a horrendous effect.

4. If you would visit the Arboretum you would see what an unusually ~~beautifully~~ beautiful place of respite and peace it is. ~~[illegible]~~ it took thousands of years for that piece of land to get the way it is. In a few short weeks of ripping and building , and sealing over the earth with concrete, it is destroyed forever. The land can never reclaim itself after that.

As you know we have here an existing North/South route through DuPage County - Route 53, not yet widened for lack of local funds. It exists already - why duplicate it? In the years to come, money may become available to widen the already existing route. The economy will fluctuate through the years, but the land, once destroyed cannot be gotten back.

Finally, let me make a personal plea - walking in the Arboretum has helped keep me sane and balanced in a world that is loud, quick-paced, puzzling and often very disturbing. Please don't take this respite away from me. It's a gift God gave to humankind, this piece of land and others like it; please don't take it upon yourself to destroy it.

Thankyou for considering my plea -

~~[illegible]~~ Sincerely, Mrs. L. Schmidt

(housewife and mother)
1014 Aurora Way
Wheaton, Ill. 60187

1209 62nd St.
Downers Grove, Il. 60516
August 5, 1983

Senator Steve Symms, Chairman
Senate Environment and Public Works Committee
410 Dirksen Senate Office Building
Washington, D.C. 20510

Attention: Nadine Hamilton

Re: FAP 431

Dear Senator Symms:

I would appreciate your including my comments as part of the official record of the hearing on S. 524.

Firstly, I am not one of the 15,000 people who signed the petition. I am one of thousands of people in DuPage County who is opposed to FAP 431.

For over a decade, the politicians in DuPage County have insisted on the building of FAP 431 in places where the people do not want it. For over a decade, increasing numbers of people who live in DuPage County have opposed it. Had FAP 431 been built those many years ago west of Route 53, in areas where there was no population, the whole thing would have been solved. Instead, those same politicians have now exacerabated the problem because the areas west of Route 53 are now also heavily populated -- although not as heavily as the area east of Route 53.

The Arboretum complication is taken too lightly by the politicians. They give mere lip service to the importance of the Arboretum not only to the area immediately surrounding it but to the entire metropolitan Chicago area. Those crowds of people in the Arboretum are not only from DuPage County, and I believe in fairness, those people who come to the Arboretum from Chicago and other places should receive consideration. They contribute to the Arboretum financially and I suspect their contributions to the Arboretum and DuPage County are valuable and necessary.

A headline in today's WALL STREET JOURNAL states: "Congress Starts Summer Recess, Divided, Doubtful That Constituents Have Answers." The constituents have answers; Congress just doesn't like the answers and doesn't want to do what its constituents want.

It is common knowledge that only a few of us write. The letters received must be extrapolated and given more weight, depending on whether they are simply part of a letter-writing campaign or individually written. I am connected to no FAP 431 opposition committee or organization, but from my own inquiries, I believe I represent the viewpoint of a majority of DuPage County citizens.

Very truly yours,

Mary Ann Stock

Mary Ann Stock

cc: Honorable Charles H. Percy
Honorable Alan Dixon

Senator Symms,

I would like you to know that my whole softball team and I are opposed to S-524.

Yours Truly,

Allen J. Stubitach

JUL 27 [illegible]

7/25/83

Senator Steve Symms

Dear Senator, Re: S. 524

The Morton Arbortum is to us what plasma is to blood! Maudlin? Maybe. But we visit it often to seek tranquility and enjoy natures beauty. Imagining highway construction through apart of it causes the kind of grief one feels when an amputation or death occurs. Please don't allow traffic to destroy it.

Please enter our small plea into the hearing record. Thank you.

Mildred C. Sweeten

Mr. & Mrs. James H. Sweeten, Jr.
485B Raintree Ct.
Glen Ellyn, IL 60137

TO: SENATORS CHARLES PERCY AND ALAN DIXON

WE, THE UNDERSIGNED, ARE OPPOSED TO YOUR JOINTLY-SPONSORED S. 524 WHICH WOULD PERMIT THE USE OF FEDERAL FUNDS or state funds FOR THE CONSTRUCTION AND OPERATION OF THE PROPOSED FAP 431 IN DUPAGE COUNTY AS A TOLLWAY.

WE URGE ALL APPROPRIATE FEDERAL AND STATE OFFICIALS TO IMMEDIATELY BEGIN WORK ON PLANS TO UPGRADE THE EXISTING ROAD SYSTEM. SUCH UPGRADING IS THE MOST COST-EFFECTIVE REMEDY FOR THE NORTH-SOUTH TRAFFIC CONGESTION IN DUPAGE COUNTY.

SIGNATURE	ADDRESS	COMMUNITY
Richard W. McClellan	7312-J Winthrop Way	Downers Grove.
[illegible]	~~Downers Grove.~~ 840 MAPLE	D.G. 60515
Bett Kupfer	4606 Dumoulin	LISLE IL 60532
Duane Parker	1148 Groveswood	D. G. ILL. 60515.
J. Hill	109 Fourth	D.G. Ill. 60515
M. Hill	109 Fourth	D.G. Ill. 60515
B [illegible]	4447 Pershing	D G Ill 60515
L. Greenwood	6107 woodward	D. G. Ill 60516
V. Lawrence	5705 Springside	D. G. Ill 60576
Carolyn Reynolds	5808 Springside	Downers Grove, 60516
Ted Brown	4800 Main St	Downers Grove 60515
M. Molitor	6101 Woodward	Downers Gro. 60516
S. Walden	7718 Wildwood Ct	Darien, IL 60559
D. Molitor	6101 Woodward Ave	Downers Grove Il. 60516
D. Wolff	4023 Lincoln	Westmont 60559
Randi Starne	3 S. 184 Briarwood	Warrenville 60555
Doris M. Taylor	844 Maple	Downers Grove

By July 31

TO: SENATORS CHARLES PERCY AND ALAN DIXON

WE, THE UNDERSIGNED, ARE OPPOSED TO YOUR JOINTLY-SPONSORED S. 524 WHICH WOULD PERMIT THE USE OF FEDERAL FUNDS FOR THE CONSTRUCTION AND OPERATION OF THE PROPOSED FAP 431 IN DUPAGE COUNTY AS A TOLLWAY.

WE URGE ALL APPROPRIATE FEDERAL AND STATE OFFICIALS TO IMMEDIATELY BEGIN WORK ON PLANS TO UPGRADE THE EXISTING ROAD SYSTEM. SUCH UPGRADING IS THE MOST COST-EFFECTIVE REMEDY FOR THE NORTH-SOUTH TRAFFIC CONGESTION IN DUPAGE COUNTY.

SIGNATURE	ADDRESS	COMMUNITY
Deborah Kostka	7401 Chestnut Ct.	Woodridge
Joseph M Taylor	844 MAPLE	DOWNERS GROVE
David Demske	9S. 280 NANTUCKET	DARIEN
Steve Zielke	140 TAMARACK	NAPERVILLE
Cindy Kliem	816 Post Ct.	STREAMWOOD
Diane Ulman	7918 Liberty Blvd.	Westmont
Philip P. [illegible]	4944 N. Rutherford	Chicago
Jane Pukozsky	309 NUTTALL RD	RIVERSIDE
Betty Kent	17 Hillside Ave #7	Hillside
Donna R. Frey	2663 Hobson Rd.	Downers Grove
Christine E. O'Connor	429 Huntington Ln	Elmhurst
RON PRATALI	3714 So. 59 CT	CICERO ILL.
Janice M. Cavallo	1927 Manchester	Westchester, Il
Karen [illegible]	7225 W [illegible] Dr.	Darien
Shirley A. [illegible]	1035 S. York Rd	Elmhurst, Il.
Grace Thompson	21 [illegible] Place Apt. 922	Schaumburg Ill.
Janet Stake	15580 Staffner Rd	Wheaton, Ill.
Marilyn [illegible]	900 Joyce Ave	Melrose Park, Ill

TO: SENATORS CHARLES PERCY AND ALAN DIXON

WE, THE UNDERSIGNED, ARE OPPOSED TO YOUR JOINTLY-SPONSORED S. 524 WHICH WOULD PERMIT THE USE OF FEDERAL FUNDS FOR THE CONSTRUCTION AND OPERATION OF THE PROPOSED FAP 431 IN DUPAGE COUNTY AS A TOLLWAY.

WE URGE ALL APPROPRIATE FEDERAL AND STATE OFFICIALS TO IMMEDIATELY BEGIN WORK ON PLANS TO UPGRADE THE EXISTING ROAD SYSTEM. SUCH UPGRADING IS THE MOST COST-EFFECTIVE REMEDY FOR THE NORTH-SOUTH TRAFFIC CONGESTION IN DUPAGE COUNTY.

SIGNATURE	ADDRESS	COMMUNITY
Debra Peatla	341 Highview	Elmhurst
Doug [illegible]	1080 Arelia	Downers Grove
Patrick E Jamison	344 S. SLEIGHT	NAPERVILLE
Tom Tealty	4733 Lee	Downers Grove
Patricia Jameson	4818 Wallbank	Downers Grove Ill
Jayce Walser	513 - 57th	" " "
Roger Waew	513 - 57th St.	" " "
Michael Jamieson	3648 Venard Rd.	Downers Grove, Ill.
Anne J. Sadrakula	4818 Wallbank	Downers Grove, Ill.
Colette Jamieson	344 S. Sleight	Naperville, Ill.
Leonard Sadrakula	4818 Wallbank Ave	Downers Grove, IL
Kathleen Jamieson	3648 Venard	Downers Grove, Ill.
Bridget Jamieson	3648 Venard	Downers Grove, Il.
Laura Slayton	1213, Candlewood.	Downers Grove, IL
JOHN [illegible]	2711 HOBSON RD	WOODRIDGE
Tom Jamieson	4950 Belmont	Downers Grove
William A Jamieson	4907 Oakwood	Downers Grove, Ill.
Mary T. Jamieson	4907 Oakwood	Downers Grove, Il

TO: SENATORS CHARLES PERCY AND ALAN DIXON

WE, THE UNDERSIGNED, ARE OPPOSED TO YOUR JOINTLY-SPONSORED S. 524 WHICH WOULD PERMIT THE USE OF FEDERAL FUNDS FOR THE CONSTRUCTION AND OPERATION OF THE PROPOSED FAP 431 IN DUPAGE COUNTY AS A TOLLWAY.

WE URGE ALL APPROPRIATE FEDERAL AND STATE OFFICIALS TO IMMEDIATELY BEGIN WORK ON PLANS TO UPGRADE THE EXISTING ROAD SYSTEM. SUCH UPGRADING IS THE MOST COST-EFFECTIVE REMEDY FOR THE NORTH-SOUTH TRAFFIC CONGESTION IN DUPAGE COUNTY.

SIGNATURE	ADDRESS	COMMUNITY
Stephanie Snowden	6320 Gilbert Ave.	LaGrange Il 60525
Robert S. Johnson	1199 Wheaton Oaks Dr.	Wheaton Ill 60187
John W. Church	115 Clara St.	West Chicago, Il. 60185
George Lunisi Jr.	726 Maple Ave.	Downers Grove, Il.
Susan J Taylor	726 Maple Ave.	Downers Grove, Il
Patricia A. Mudrak	326 Sherry St.	Downers Grove, Il.
Bill Wilger	3S670 Warren Ave.	Warrenville, Il. 60555
Karen J. Knutson	1113 Winchester Lane	Naperville, Ill 60540
Susan E. Sanders	637 W. Wilson Rd	Lombard Ill 60148
[illegible]	546 Pamela Circle	Hinsdale, Ill. 60521
Jane C. [illegible]	546 Pamela Circle	Hinsdale Ill 60521
Sharon Sileanini	56 W. Pierce Dr.	Westmont 60559
Rongel Britton	6713 Odell	Chicago 60631

98TH CONGRESS
1ST SESSION

S. 524

To permit Federal participation in the construction of certain new toll roads, and for other purposes.

IN THE SENATE OF THE UNITED STATES

FEBRUARY 17 (legislative day, FEBRUARY 14), 1983

Mr. PERCY (for himself and Mr. DIXON) introduced the following bill; which was read twice and referred to the Committee on Environment and Public Works

---

A BILL

To permit Federal participation in the construction of certain new toll roads, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That (a) subsection (a) of section 129 of title 23, United States Code, is amended to read as follows:

"(a) Notwithstanding the provisions of section 301 of this title, the Secretary may permit Federal participation, on the same basis and in the same manner as in the construction of free highways under this chapter, in the construction of any new toll road or any toll bridge, toll tunnel, or approach thereto, upon compliance with the conditions contained in this section. Such road, bridge, tunnel, or approach thereto must be publicly owned and operated. Federal funds may participate in the approaches to a new toll road or toll bridge or toll tunnel whether such road, bridge, or tunnel is to be or has been constructed, or acquired, by the State or other public authority. For purposes of this section the term 'new toll road' shall mean initial construction of a highway on a new location in Illinois at any time before it is open to traffic and shall not include any improvements to existing highways or to such toll road after it is open to traffic. The State transportation agency or agencies must be a party or parties to an agreement with the Secretary whereby it or they undertake performance of the following obligations:

"(1) all tolls received from the operation of such road, bridge, or tunnel shall, less the actual cost of such operation and maintenance, be applied to the repayment to the State or other public authority of all of the costs of construction or acquisition of such road, bridge, or tunnel, except that part which was contributed by the United States;

"(2) no tolls shall be charged for the use of such road, bridge, or tunnel after the State or other public authority shall have been so repaid; and

"(3) after the date of that repayment, such road, bridge, or tunnel shall be maintained or operated as a free highway, bridge, or tunnel; except in the case of a bridge which connects the United States with a foreign country: *Provided,* That such tolls or charges do not exceed the amount necessary for the proper maintenance, repair, and operation of the bridge and its approaches under economical management: *Provided further,* That the entity or governmental instrumentality responsible for the operation of the portion of the bridge within the jurisdiction of the foreign country is charging tolls for the use of the bridge.".

(b) Section 301 of title 23, United States Code, is amended to read as follows:

"SEC. 301. FREEDOM FROM TOLLS.—Except as provided in section 129 of this title, all highways constructed under the provisions of this title shall be free from tolls of all kinds.".

(c) The amendments made by this Act shall be effective on the date of enactment of this Act.

○